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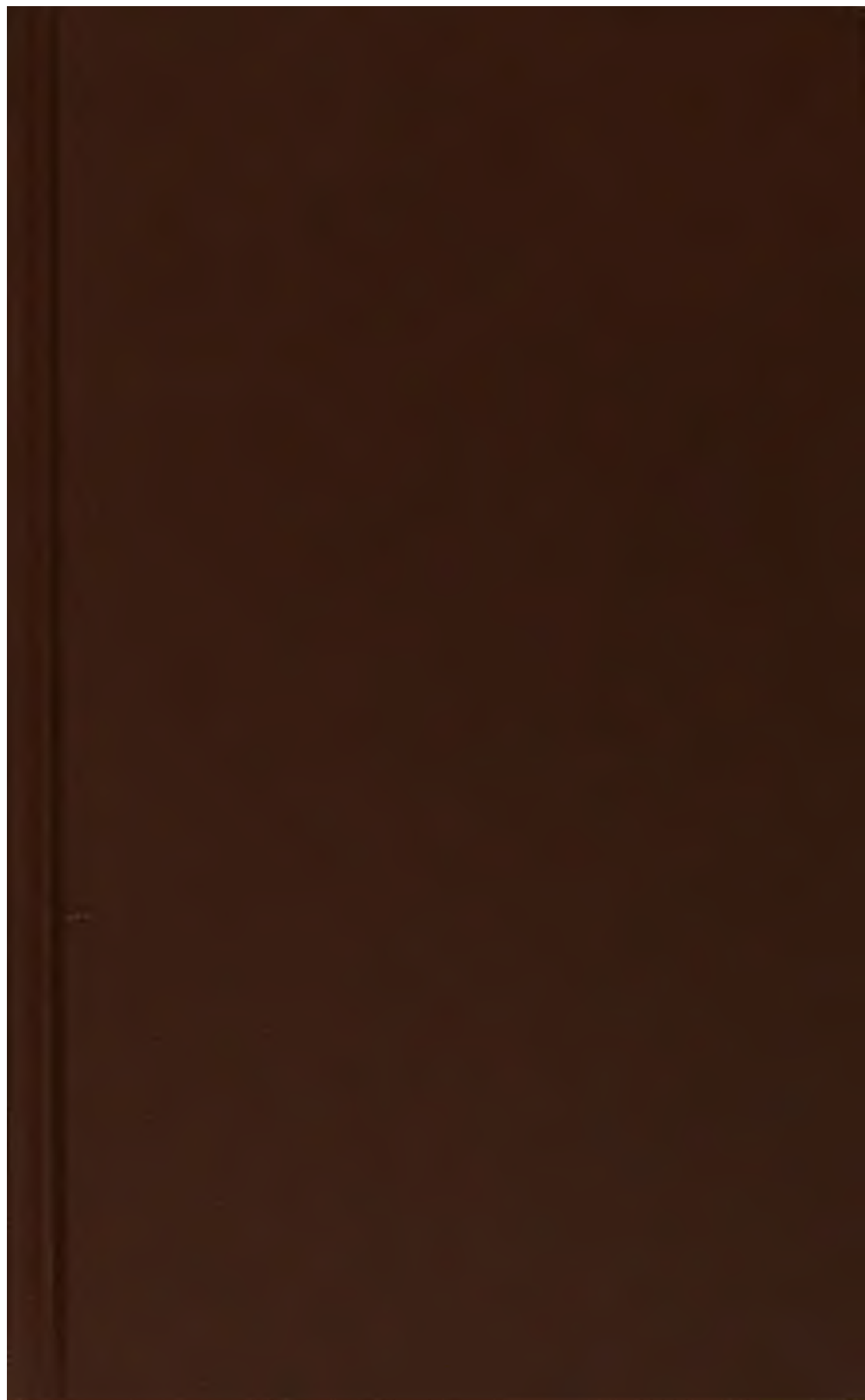
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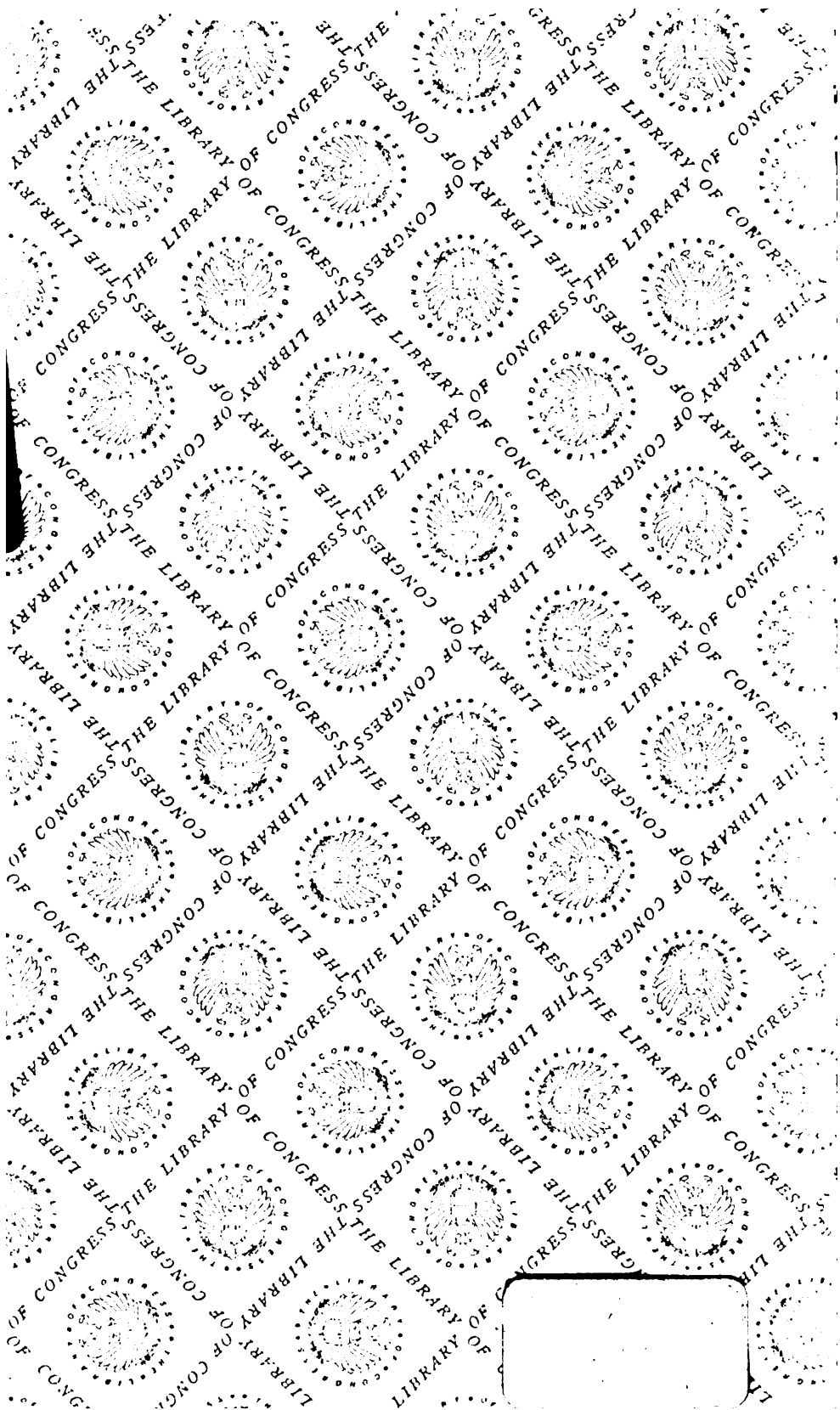
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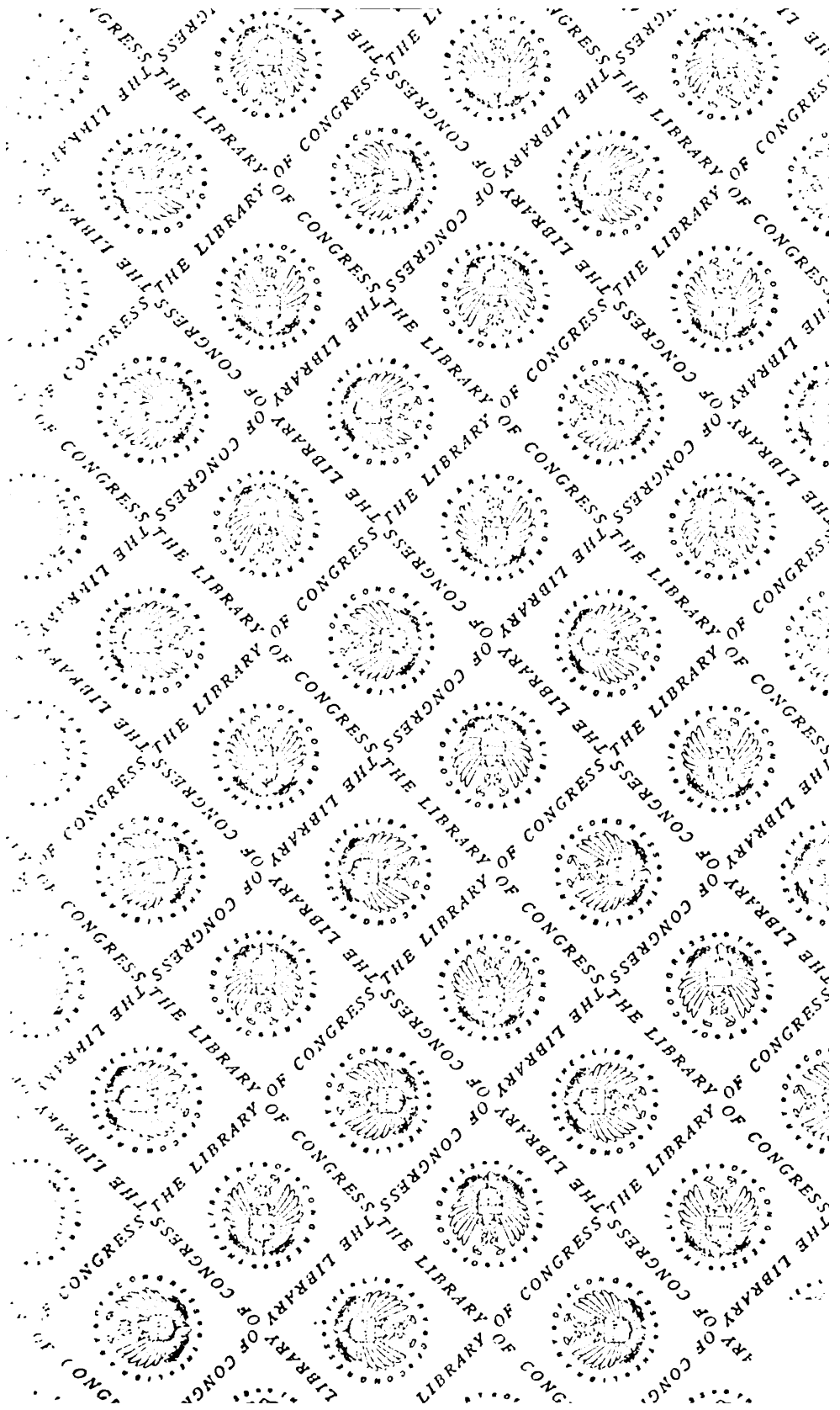
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# HEARINGS

BEFORE THE

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## POSTAL COMMISSION,

AUTHORIZED BY ACT OF CONGRESS APPROVED JUNE 26, 1906,  
TO MAKE INQUIRY REGARDING

## SECOND-CLASS MAIL MATTER.



WASHINGTON:  
GOVERNMENT PRINTING OFFICE.

1907.

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A4  
1907  
copy 2

JOINT COMMISSION OF CONGRESS ON SECOND-CLASS  
MAIL MATTER:

BOIES PENROSE, PENNSYLVANIA, *Chairman.*

JESSE OVERSTREET, INDIANA, *Vice-Chairman.*

THOMAS H. CARTER, MONTANA.

ALEXANDER S. CLAY, GEORGIA.

JOHN J. GARDNER, NEW JERSEY.

JOHN A. MOON, TENNESSEE.

HENRY H. GLASSIE, DISTRICT OF COLUMBIA, *Secretary.*

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HEARINGS BEFORE THE POSTAL COMMISSION, COMPOSED OF SENATORS  
BOIES PENROSE, THOMAS H. CARTER, AND ALEXANDER S. CLAY, AND  
REPRESENTATIVES JESSE OVERSTREET, JOHN J. GARDNER, AND JOHN  
A. MOON, AUTHORIZED BY ACT OF CONGRESS APPROVED JUNE 26,  
1906, TO MAKE INQUIRY REGARDING SECOND-CLASS MAIL MATTER.

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NEW YORK, *October 1, 1906.*

The Commission met at the Holland House at 12 o'clock meridian.

Present: Senator Penrose (chairman), Senator Carter, Representative Overstreet (vice-chairman), Representative Moon. Mr. Henry H. Glassie, secretary.

The CHAIRMAN. Pursuant to a resolution adopted at the last executive session of the Commission in Washington, the Commission convenes here at 12 o'clock, October 1, for the purpose of having public hearing.

The secretary of the Commission, Mr. Glassie, will read the paragraph in the act of Congress under which the Commission operates.

The SECRETARY. The act by virtue of which the Commission operates is as follows:

That there shall be appointed a joint commission of Congress, consisting of three Senators, appointed by the President of the Senate, and three Members of the House of Representatives, to be appointed by the Speaker of the House, whose duty it shall be to investigate, consider, and report, by bill or otherwise, to Congress its findings and recommendations in regard to the second class of mail matter. The said joint commission shall have power to employ clerks and stenographers, administer oaths, send for persons and papers, and do all things necessary for the carrying out of its objects.

The CHAIRMAN. The secretary of the Commission will state what his plan of the hearing is for to-day.

The SECRETARY. The plan for to-day is the hearing accorded the Hon. Edwin C. Madden, Third Assistant Postmaster-General, who will present to the Commission remarks upon the operation of the existing second-class statutes and the difficulties in the way of their administration. No other business has been set down, Mr. Chairman, for to-day.

The CHAIRMAN. The Chair would state that all of the gentlemen present to-day should leave with the secretary of the Commission their names and addresses, so that their appearance may be entered in the stenographer's notes. Mr. Madden will proceed.

Senator CARTER. Mr. Chairman, before Mr. Madden proceeds I think it would probably be advisable to have an understanding as to whether interruptions in the way of questions and cross-examination should be permitted or encouraged while the statement is being made. I venture the opinion personally that the work of the investigation



would progress more rapidly if each individual having a statement to make is permitted to make the statement without interruption, the questioning to follow the completion of the statement, if any questions or interrogatories are to be put. In order to bring the matter before the Commission and have a disposition made of it at this time, I move that the person invited to make a statement be allowed to make that statement complete without any interruption.

The CHAIRMAN. If there is no objection, that will be the sense of the Commission. If there is present the representative of a periodical who desires to make any request or statement before we proceed to hear Mr. Madden, the Commission will be very glad to hear him.

You may as well proceed, Mr. Madden.

**STATEMENT OF EDWIN C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL.**

Mr. MADDEN. Mr. Chairman and members of the Postal Commission: Under date of July 7 last you notified Postmaster-General Cortelyou of the action of Congress creating this Commission and of its object and purpose, namely, to investigate, consider, and report upon the whole subject of second-class mail matter, and you asked his cooperation in your work. His assurance thereof was promptly given. Your Commission then notified him of the line of inquiry and plan of procedure, and you asked that the Post-Office Department send a representative to your first meeting here to present its case against existing statutes. The Postmaster-General requested me as Third Assistant Postmaster-General to appear in response to that notice, and to present the case and otherwise represent the Department. That is my duty here.

The subject this honorable Commission has to deal with is one of paramount importance to the postal service. An understanding of the laws and of the result or effect of their operation since their passage can not be gained without more or less elaboration. My purpose is to place the whole subject before you in the briefest possible statement, yet in a way so comprehensive that he who desires to understand can not fail if he follows the story.

It is not my intention to argue as to policy or to discuss any of the numerous theories concerning the subject. I shall make a plain unvarnished statement of the present situation and nothing more. It will be to the point and as brief as may be consistent with the importance of the matter to be presented. The Department will content itself with showing that the laws are defective, and wherein they are so, and their effect upon the service. This Commission and Congress can determine the questions of policy. Should it be your judgment, or that of Congress, that, notwithstanding the conditions, the Department should proceed to execute the laws as best it can, that course will be followed. But a solution of this great postal problem, which now so vexes the publishers, the service, and the Administration, and is the cause of such tremendous wrongs, is hoped for.

The active cooperation of all citizens interested in the improvement of the postal service and in the proper and economical administration of the functions of the Government is expected. Especially are the publishers of bona fide newspapers and periodicals looked to for assistance in getting the matter properly before you. They are

vitaly concerned, and full weight should be given to their representations, for the publishing industry is one of the greatest.

If my information be correct, these publishers will appear before you in the same spirit and with the same purpose that the Department appears—that is, to endeavor to rid the statute books of laws which are practically inoperative and substantially nonenforceable; laws which require experts to pass upon their technical distinctions, and the administration of which may vary with the degree of zeal, or the lack of it, in each new executor; laws which, though having a public purpose, are easily corrupted to private advantage; laws which, if our estimates are true or even approximately true, lose annually to the Government through their abuses alone enough money to maintain the entire Executive establishment—the Presidency and all Departments in the city of Washington—laws which, to be properly enforced, require an irritating and humiliating surveillance, scrutiny, and espionage of every publisher's private business.

What is wanted is a statute free from these conditions and these difficulties; a statute which will leave as little as possible, and, if practicable, nothing to executive discretion; a statute which can be enforced; a statute the terms of which are so plain that any man may read and know for himself his rights and his limits, if any, thereunder; above all a statute which will require no inquiry into private affairs in order to fix postage rates on the matter to be transported and delivered; a statute which will deal only with the practical questions of transportation and delivery of the physical thing itself; a statute which will not permit private interests to rob the Government in the name of public benevolence.

A railroad company arranges its tariff at so much per pound, according to the class of freight it is to carry. There is one rate for coal, another for flour, another for hay, and another for iron. It makes no difference what the coal, flour, hay, or iron may have cost the shipper, or whether he sells it at a profit or at a loss, or whether he gives it away, or whether he is giving part of it away and selling another part, or whether the part he is giving away is greater than the part he is selling, or whether the party to whom it is shipped has ordered it. All such things are the business of the shipper. The question for the railroad is simply that of a charge for service for the class of matter offered for shipment.

There is no sound reason why the different classes of matter and the different rates charged for their carriage in the mails should not be determined on tests as simple as those which characterize the railroad and the express service. If such an ideal condition for the postal service can not be secured, the next best thing is desired. The statute should be a workable one; one that the publisher, the postmaster, and the Department may read, one in one place and one in another place, and yet have no difference of opinion as to the right it confers and its limitations.

The present laws are so impracticable of correct administration, and any attempt at an execution of them was attended by such personal hazard to the executive, that for years it seems as though no effort at all was made to enforce them. It is only of late that an actual administration has been undertaken, and that administration does not pretend to go to the limits of a thorough and exact enforcement. It is of necessity only partial.

The case would be inadequately presented if I omitted a brief summary or résumé of what has been said and what has been done in the past by the Department to secure a change in these laws and to correct in some degree the wrongs that existed under them.

RÉSUMÉ OF FIFTEEN YEARS' EFFORTS TO SECURE LEGISLATIVE REFORM.

In the report of Postmaster-General Wanamaker of 1889 the first formal official declaration of the head of the Department concerning the defects of the laws governing second-class mail matter was made. The low rate of postage and free privilege for second-class matter were dwelt upon. It was pointed out then that to get the benefit of the cheaper rate of postage a fertility of expedients had been developed to evade the law for third-class mail matter and secure the benefit of the second-class privilege. Success attended those expedients.

The effect, he said, was not only hurtful to the postal interests, but opposed to legitimate journalism. The principal evils then calling for remedy were regarded as the books masquerading under the semblance of periodical publications—having made some pretense of complying with the requirements of the law as to being issued periodically from a known office of publication; being formed of printed paper sheets; not bound in cloth, leather, or other substantial binding; being originated and published for the dissemination of information of a public nature, or in the interests of literature, science, art, or some special industry; having a legitimate list of subscribers, and not being designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates, they were admitted to the second class.

In that report the Postmaster-General gave this illustration of how the legal rate of postage on books was evaded. He explained that a publisher in Boston might make an application for admission to the mails as second-class matter for what he termed a "library;" that it would be claimed to be issued quarterly; that it would be devoted to the science of law; that there would be a subscription price; that it would have a list of subscribers; that it would be numbered consecutively; that it would be issued from a known office of publication, and upon this showing the so-called library, which in truth it was, was admitted to the second class as a periodical publication. With one example of this kind a multitude of libraries followed under various titles, and they included books upon every conceivable subject to which books are devoted. Nothing was required from the publisher beyond a mere statement. He was allowed to construe his "library" as meeting all the conditions imposed by law, and that required only a little elasticity of conscience. Once in—once by the gate—the publisher, it was said, suited his own convenience as to frequency of issue.

It was then said that this practice had been in existence some ten years, beginning with a few of such publications and increasing year by year until the number was very considerable, which had availed themselves of what was then termed the looseness of the law and its very liberal interpretation by the Department. The Postmaster-General said that "an astounding aggregation of books" were annually sent through the mails as second-class matter; first, from publishing

houses to news dealers throughout the country, and again by them to their patrons. He was well satisfied that it was a gross abuse. The law, he said, beyond all question never could have been intended to admit to the mails at the cent-a-pound rate *The Adventures of Claude Duval*, with paper covers, merely because it purported to be a number of some pretended periodical, while at the same time *Butler's Analogy* or *Webster's Spelling Book* were chargeable with postage at eight times the rate because bound in cloth and issued without alleged connection with other books; but as time went on the very books described as not being issued as periodicals came to be so issued.

Postmaster-General Wanamaker also pointed out the unfair discrimination against publishers whose conscience did not allow the issuing of single works at stated periods, or whose conscience or good taste, or whatever it was, did not permit them to resort to this practice to benefit themselves at the expense of the Government. He said that if he were asked why he allowed this illegal practice to continue and even to increase, that his answer would be that the length of time it had lasted gave some claim to recognition, and that the great number of additions to it officially before his entrance into office prevented the exclusion of new claimants without manifest unfairness. However, he asked Congress to provide a remedy.

In that same report the Postmaster-General called attention to the abuse of the sample-copy privilege. He said there was no limit fixed to the number which might be sent, and it often happened that the mails were burdened with vast numbers of alleged samples of publications which by technical compliance with the requirements had been admitted to the second class of mail matter, but which in reality were mere advertising mediums issued on scanty subscription lists. Even these subscription lists had been encouraged and, in some instances, made up by offers of premiums of not less value than the price of subscription. It was not unusual, he said, that the number of samples exceeded many times the number sent to alleged subscribers. Instances had come to knowledge where publishers had secured advertisements upon the guarantee to mail extra-large editions of samples. He thought it would be proper to restrict the number of samples to a fair proportion of the actual subscription list, but somehow (a matter which he did not explain) no limit was fixed.

In the same report attention was called to the gross and unwarranted abuse of returning dead matter to the publisher. The law itself did not permit a publisher to have copies returned at less than a cent for each 4 ounces; but if the return copies were mailed by one news agent and addressed to another, which might be located next door to the office of publication, the rate of 1 cent a pound was secured, and even this, he said, had the high sanction as to its legality of the Assistant Attorney-General for the Post-Office Department. Evidently Postmaster-General Wanamaker had his doubts as to the correctness of the Assistant Attorney-General's opinion. He said:

"I am not prepared to question the legal correctness of this decision, especially as it has received the approval of my two immediate predecessors, both of them distinguished lawyers, but I am inclined to think that such a discrimination, being unjust in principle, was never intended by Congress, and I am convinced that it ought not to be permitted to exist." He recommended that Congress enact a

provision which would require the rate of 1 cent for each 4 ounces or fraction on all return matter. Congress did not act.

Again, in 1892, Postmaster-General Wanamaker called attention to the abuses of the second class of mail matter, and dwelt especially upon the book abuse. He gave an illustration of the flagrancy and brazenness which then characterized that abuse, which, he said, was "a practice of so long standing that it has crystallized into law, allowing to paper-covered books which are simply numbered and dated and designated as periodicals, though in reality not so, the privileges of genuine periodicals." He stated that the interests of legitimate periodicals demanded the discontinuance of this abuse. In the same report the sample-copy abuse was dwelt upon. He said:

Publishers persistently claim that they have the right to regard as subscribers persons indicated by advertisers in the paper; that they have the right to send out unlimited numbers of sample copies; that what they choose to designate as exchanges, complimentary copies, copies given as premiums to purchasers of their wares, copies sent to persons advertising the general business of the firm and otherwise must be regarded as equivalent to subscriptions.

The Postmaster-General then pointed out that—

If these claims were allowed, then the main barrier erected by the statute against the admission of pure advertising sheets, or, in other words, "house organs," would be broken down, and the generous policy of Congress, which has always been to favor dissemination of current news and other desirable and beneficial intelligence among the people by granting a very low and unremunerative rate of postage to genuine newspapers and periodicals, would be practically defeated.

The law—

He said—

can not be so construed as to permit such an abuse—an abuse that, while operating to load down the mails with immense masses of stuff of insufficient value to command cash-paying subscribers to any extent, would be a wrong to every business institution which issues its advertising circulars and other matter in an undisguised manner and therefore pays the lawful rate of postage on them.

He said further that—

It would also be an intolerable evasion of the rights of all bona fide newspapers and periodicals in the United States, which, while at great expense giving to the public news and literature and intelligence of importance and value on every conceivable subject, yet depend on paying lists of subscribers and on advertising none the less for their support.

And these practices, he said, were practically doing away with the distinctions between second and third class matter. He found the law was not specific enough in the matter of publications designed for advertising purposes.

Two years later (1894) attention was again called by Postmaster-General Bissell to this great scandal upon the postal service. It was stated that the increase of matter of the second class was disproportionately great and that it was not due to the healthy growth of genuine newspapers and periodicals, and that a conviction had been reached that the statutes were defective and that the abuses were growing all the time and some remedy was needed. Figures were given to support the conviction. The Postmaster-General then urged the withdrawal of the low postage rates from the large class of pretended periodicals, without which, he said, he was hopeless of ever seeing the financial conditions of the Department properly established.

He dwelt upon the so-called book abuse and asked why they should be permitted to enjoy second-class privileges. He gave his own answer to the effect that years previous, in the case of a questionable publication having some of the features of a periodical, the Attorney-General of the United States gave an opinion which opened the doors to the admission of other publications still more questionable, until little by little precedents were established under which the entire class under consideration was let in. He stated again that this abuse was a wrong to the Government, a wrong to the publishers of legitimate newspapers and periodicals, and a wrong to the publishers of other books; and he said, "a sort of debasement of the nation's literature." In that report the Postmaster-General dealt also with the house-organ and sample-copy abuses.

In the report for 1896 the subject was taken up by Postmaster-General Wilson. He pointed out that for years the attention of Congress and of the people had been called to the gross and growing abuses of this privilege, and that legislation had been asked to protect the postal service from the waste of its revenues and to protect the taxpayers from the burden imposed on them. The efforts of the beneficiaries of the abuse, however, had parried all appeals and the mass of proof sustaining them. He said it was disheartening for the responsible head of a department to see the waste of its earnings with its resulting impairment of the efficiency of the postal service and disruption of the fruits of good management and of careful economy.

He said further that but for the hope that Congress would take the matter in hand he should have taken the responsibility to modify and reverse the successive rulings through which this inroad had been effected, and to exclude from the benefit of the second-class rates publications not within the policy of the law, even if within the letter of its rather loose phraseology. The interpretations, he pointed out, were a virtual concession of a franking privilege to the publishers of serial libraries, of sample editions for advertising purposes, to news agents for the return of unsold copies, to fraternal societies for circulating publications of a mere advertising character, to house organs and other advertising sheets, to publishers acting as agents of advertisers or purchasers in sending to addresses furnished by the latter, and to similar private enterprises. This, he said, could be defended on no ground of public policy and was nothing short of a perversion of a public service to private interests.

He then proposed that a bill be enacted excluding alleged periodicals which are in fact books or reprints of books, correcting the sample-copy abuse, and excluding from the benefits of the pound rate unsold matter returned to the publisher through news agents, placing a limit upon the circulation of periodical publications of benevolent and fraternal societies, trade unions, or orders organized under the lodge system, etc., and to require a rate of 1 cent for each 4 ounces on all extra copies of second-class publications sent by the publisher acting as the agent of an advertiser or purchaser to addresses furnished by the latter.

In his report for 1897 Postmaster-General Gary dwelt upon this subject. He believed that an injustice was being inflicted both upon the postal revenue and the people by existing laws regulating the carrying of second-class mail matter. He stated that it had been represented to Congress in reports for ten years past with cumulative force

but without effecting remedial legislation. By the existing statutes, he said, a privileged class had been created. They were entitled to the use of the United States mail service either free of charge or at a cost far below the price the Government was compelled to pay the railroad companies for the transportation alone of the matter thus carried. This privilege, he said, was bestowed upon persons engaged in private enterprises, and it inured simply to their emolument without any appreciable benefit to the public at large.

He said that the loss to the service amounted to more than twenty-six millions a year, and that it was defrayed out of the proceeds of taxation drawn from all classes of people. He did not find so much fault with the law so long as it applied to what he regarded as legitimate newspapers and periodicals, but the paper-covered novels and reprints of books then being circulated as "periodicals" or as supplements to periodicals he regarded as a flagrant abuse of the privilege. He found that so-called newspapers, house organs, etc., were issued primarily for advertising purposes for the benefit of business firms.

In 1899 the subject was again taken up. Postmaster-General Smith began his denunciation of the frauds with this forceful statement:

The most urgent need of the postal service is the rectification of the enormous wrongs which have grown up in the perversion and abuse of the privilege accorded by law to second-class matter. This reform is paramount to all others. There are many improvements and advances awaiting development and application; there are opportunities for speedier transmission and delivery: there are fields for broadening the scope of the mail service in bringing it closer home to the people; there are possibilities of reduced postage; but above and beneath and beyond all of these measures of progress, which experience and intelligence are working out, is the redemption of the special concession which Congress granted for a distinct and justifiable public object from the fungous growths and the flagrant evils that have fastened upon it. For this costly abuse, which drags on the Department and weighs down the service, trammels its power and means of effective advancement in every direction.

He was more modest than his predecessors in his desire to be safely within the facts, but he asserted that this abuse involves a sheer wanton waste of twenty millions or upward a year. He described it as a deadly burden upon the mails which must be removed before the Department could hopefully enter upon a systematic policy of enlarged and progressive service, with the assurance that sound business management and increased facilities would bring commensurate returns which would not be swallowed up in the maw of private interests without any public advantage.

He enumerated the various abuses of the privilege. In speaking of the paper-covered books put out under the pretense of being periodical publications, he said their consecutive numbering is a travesty; their issuance at stated intervals a parody; their subscription lists a fiction; their claim of being published for the dissemination of information of a public character a burlesque. He spoke not only of the abuse of these books being mailed as periodicals, but of the same books being remailed time and again from various agencies to which they were shipped from the publishing house, and upon each mailing the Government, he said, lost 7 cents a pound. He spoke of the house-organ abuse, the so-called trade journal made up of a collection of advertisements strung together with a little scissored matter to give it the guise of a periodical publication. He dwelt upon the sample-copy abuse, which he said was the life of the house organ and the spurious trade journal. He brought out with great emphasis that publishers

of legitimate newspapers and periodicals had a direct interest in the extirpation of these wrongs upon the service, which, if left uncorrected, would inevitably provoke a sweeping condemnation and warfare involving alike those that are justly and those that are unjustly included.

The Department, he said, was powerless alone to remedy the evils. They violated the policy and purpose of the law, yet were shielded by the law's want of precision respecting subtleties and devices which could not have been anticipated by the constructions which then restricted freedom of administrative action. For those reasons, he said, the difficulty must be cured by the lawmaking power.

In 1900 the subject was again brought forward and Postmaster-General Smith once more urged the necessity of remedial legislation. He said that the whole net cost of extending rural free delivery throughout the country would be saved in stopping the second-class abuse. The subject, he said, is one which should not be permitted to drop until the vital reform was accomplished. There should be no abatement whatever of the protest against the perpetuation of evils which have insidiously grown up. They were a heavy public burden. He said that a reform naturally encounters the strenuous hostility of the limited special interests, the expenses of whose private business were largely paid by the Government instead of by themselves, but this antagonism alone was not sufficient to defeat it. There was opposition of a different character. It rested on a misconception. It was founded on a fear that the remedy proposed was aimed in part at some legitimate publications of the second class and that it would deprive them of the privileges which the existing law intended they should possess.

This, he said, was a complete misapprehension. It was not sought to change the policy of the existing law or to abridge the privileges it conferred upon regular and legitimate publications for the dissemination of public intelligence. It was only sought to cut off abuses which the law never contemplated and which had crept in through the ambiguity of its provisions or other doubtful interpretations that had opened a wide door for wrongful entries. In this report, as in others, the abuses were enumerated. He said there was no objection to this matter going through the mails, but there was no reason why the Government should carry it at a cent a pound, involving a dead loss of millions of dollars every year, when other articles of the same kind rightfully paid the third-class rate.

He said the need of the service was a simple act which would leave no ground for misunderstanding or misconception and that the effective remedy must come from the lawmaking power. He gave notice of an administrative reform, and he said that whatever power was within the authority of the Department would be resolutely applied, but that whatever might be done by administrative action the extirpation of those abuses could be thoroughly and successfully accomplished only by a reform of the law. That was needed in the interest of postal progress, which the want of it had blocked in many ways.

In the same year the Third Assistant Postmaster-General reported upon the efforts that were being made to hold down the abuses—that is to say, not to allow them to increase or multiply. This was prior to the failure of the so-called "Loud bill" and before a definite policy of administrative reform had been determined upon and undertaken.



In 1901 Postmaster-General Smith again flayed and laid bare these abuses in all their iniquity. Time and experience, he said, only emphasize the urgent need of a rectification of these wrongs. "It is the most urgent need, because it aims at the one great overshadowing evil of the service and because it underlies and overtops all other reform and advance." In that report he told of the formation of a definite plan of operation to correct, as far as administrative authority permitted, the abuses which so long weighed down the service and upon which so much effort had been spent in an endeavor to secure a legislative reform. I recommend to this honorable Commission a perusal of that part of the report of 1901 in which the Postmaster-General dealt with this subject.

Second-class matter in that year was estimated to constitute about 60 per cent of the weight of the entire mail of the country, and yet while the postal revenue for the fiscal year was \$111,000,000, second-class matter paid only a little over \$4,000,000; that is to say, that while making three-fifths of the whole mail matter it furnished only one twenty-eighth part of the revenue.

He said it was difficult to determine accurately the exact ratio which the cost of handling and carrying second-class matter bore to the aggregate cost of handling and carrying all mail matter. Though three-fifths in weight, it manifestly could not be fairly charged with the same proportionate cost of the service. Much of it was handled in bulk. On the other side, the cost in time, space, and labor in handling individual pieces of second-class matter is greater than that of first-class matter. The result of his calculations was that there was for the year a net loss of \$17,277,783 on transportation alone.

He dwelt upon the public policy, and explained how some of the abuses came about and how they were able to exist. The intent of the law, he thought, was clear, but, however convinced we were of the intent of the statute, it was quite another thing to enforce the intent, and especially if without regard to the intent the practice had been for years to admit doubtful publications and those plainly in contravention of the law. This was true, also, when publications applying for entry were fairly to be considered within the intent and purpose of the law, but which after admission changed their character so as to be in violation of the intent. The inducements to evasion of the law and to pervert the privilege to profit were very great. He said that in the production of many publications the cardinal factors were cheap paper and nominal postage charge for distribution. All other matters entering into their composition were incidental and not material.

He showed how the price of white paper had declined from 6 cents a pound to 2 cents, and that due to that condition and the cheap postage charge there was a great uprising of thousands of so-called periodicals which were established primarily for advertising purposes. They had few or no legitimate subscribers, and made up their lists either by procuring names and sending the publications for nothing or by offering premiums substantially equal in value to the subscription price, and so they circulated at a nominal rate in spite of the prohibition of the law against nominal rates. He showed that they obtained advertising on the basis of this illegitimate circulation, and that it becomes a profitable business to be a publisher of one of these sheets, for the chief expense of the undertaking falls upon the Government. He went on and explained the complicity of the Gov-

ment in such purely private enterprises and said: "Wherever the publisher spends \$1,000 in his venture, the Government spends not less than \$2,000 in carrying on the business, and wherever he puts 100,000 into its running expenses the Government puts not less than 200,000."

These publications have no news service. Their editorial staff consists of a single head, the main equipment of which is the scissors and the paste pot. The composition and presswork, reduced to a single copy or pound, is infinitesimal. On the other hand, on the Government's side, the expense comprises two items. In the matter of transportation the Government pays not less than 5 cents a pound, while it gets back only 1 cent. Then there was the handling. This was not less than 2 cents a pound. The publications then under consideration, unlike the newspapers, which are largely distributed by private carriers in the cities of their publication, every copy of them went into the mails. In all this multitude of businesses the Government was the senior partner on the debit side. It furnishes the greater part of the capital, but all the receipts go to the other partner. This was only one of the abuses. There were many others, varying in a degree as to their flagrancy. It was difficult, he said, to believe that the proportion—namely, an amount estimated to be fully 50 per cent of the matter carried as second class—was wrongly classified.

The Postmaster-General wrote upon this subject with great force. He pointed out many of the questions which are plain and of easy adjustment once the determination had been reached that such things were not of the second class. "But," he said, "it is a work of more delicacy and labor to determine whether many weekly and monthly periodicals are inside or outside of the prescribed distinguishing requisites for admission to the second class. It requires a special examination in every case. The law was framed with obvious intent of limiting the pound rate to what were understood and recognized as regular newspapers and periodicals serving a distinct public end. When a periodical has not 'a legitimate list of subscribers' the law treats it as evidence that there is no public call for it and that it is not entitled to the privilege. When it is 'devoted primarily to advertising purposes' that is held to be a private nature which has no claim to special consideration. When it is issued mainly 'for free circulation or for circulation at normal rates' that question is taken as putting it outside of the limit for free circulation, means that the public and not the publisher determines the issue, and the law is made in the interest of the public."

In that discourse upon the purposes and intent of the law the learned Postmaster-General gave the general conception of the requirement of a legitimate list of subscribers, and a few instances of how this requirement of law is complied with, or, rather, not complied with, by many of the publications which are commonly regarded as not within the intent and purposes of the statute. The one telling test is the list of subscribers. All other requirements are easy of fulfillment. The publishers of questionable sheets, ones which can not show a real public call for them on their merits, as evidenced by the list of subscribers, found a device or devices for manufacturing the lists.

Advertisements were circulated in newspapers and in various ways

offering publications at the value of 25 cents a year with a premium. Perhaps no value is fixed upon the latter, but a picture of it is published, and it is shown in such a seductive way that the recipient seeing the article of merchandise which he desires, and what he believes to be a low price for it alone, "subscribes" for the publication, for that premium can not be bought apart from the publication. So it came to be a common practice that practically all the subscription price in millions of cases was returned to the alleged subscriber. As a matter of fact, the publication was thrown in with an article of merchandise, but on paper the transaction appeared as a subscription, and the subscriber, if asked by the Department, would say that he was a subscriber. By this process thousands upon thousands of alleged lists of subscribers were made up.

In his report for the year 1905 Postmaster-General Cortelyou dealt with this subject. He denounced, as have his predecessors, the bad laws in relation to this class of mail matter. He said that it was estimated to cost the Government between 5 and 8 cents a pound to handle all mail matter, but wishing to be safely within the facts as to that of the second class, he said:

{ If it cost the Government as much as 5 cents a pound to handle this matter in the mails, it will be seen that the amount paid out was \$33,155,356.40. The actual revenue was \$6,186,647.54.

The situation now and for some time past with regard to the publishers of bona fide newspapers and periodicals and to the public itself is wholly different from that at the time the law was enacted. Whether it is sound public policy to continue the present rates and conditions for this class of matter so liable to abuses is a subject well worthy the most serious consideration. No person who has given it even casual thought but admits the desirability—even the necessity—of a change. Any change, however, is certain to be resisted by those whose interests are benefited by the present conditions.

He spoke of the reform which had been in progress since 1901, and said that while its effect upon the whole service could not be stated, it was learned from reports of the postmasters at Chicago and New York that at their offices it had reduced the quantity of matter mailed at the second-class rates, due solely to the elimination of the book abuses, by approximately 4,000,000 pounds annually; and that additional data from New York alone showed the reduction of 16,000,000 pounds of matter that would have been mailed there at the second-class rates. He gave some illustration of the perplexing questions which are necessary to be solved in the administration of these laws. It was, he said, a prolific field for arguments and disputes between publishers and the Department.

He recommended the review of the whole subject by Congress and the enactment of a statute to take the place of those existing which would render unnecessary, in determining the class to which any mail matter belonged, a consideration of such questions as now must be decided. A flat rate chargeable upon the material thing itself was what was needed. There should be, he said, provision for special treatment of newspapers and periodicals as distinct from ordinary printed matter; but urged strongly the simplification of the tests of classification.

This is all a part of the constant endeavor of the Department to present such a case to Congress as would cause the subject to be reviewed, the evils and the losses due to existing laws discovered, and the remedy applied. The appointment of this honorable Com-

mission is the first tangible effect of the fifteen years of effort. It is unnecessary here to discuss whether the failure heretofore was due to influence, conditions, or a failure to understand the problem. Up to this time nothing has been done. The hope of the country, of the postal service, and the publishers of bona fide newspapers and periodicals is that this Commission will be able to place upon the statute books a real and effective remedy for the conditions which have so long weighed down the service, hampered progress, and blocked improvement.

#### REFORM OF THE ABUSES.

So far the efforts to secure legislative reform have not borne fruit, but the head of the Department some time ago found in these laws sufficient authority for ridding the second class at least of the more flagrant abuses which had so long been complained of. To him a book was a book and no mask concealed its character. If it were a book it was not entitled to periodical rates.

He believed that if the law did not permit a publisher to get back his unsold copies at a cent a pound that the purpose of Congress was not to be defeated by the mere addressing of the matter to a news agent located in the same city with the publisher, news agents having under the law the privilege of sending second-class matter one to another at the same rates that the publisher may send the matter out in the first place.

He believed that as the law prohibited the admission of a publication to the second class when primarily designed for free circulation, a publication came within that prohibition when it circulated more sample, or free, copies than subscribers' copies.

He believed that as the law accorded the second-class privilege without having any subscribers, and with no limitation whatever as to the circulation of periodicals published by incorporated institutions of learning maintained by the public, it was not intended that such an extraordinary privilege should be construed to cover private business colleges, correspondence schools, and similar institutions organized for private gain.

There were other practices which were abuses, and which he believed the law gave ample authority to eliminate if the Department assumed and exercised the power which was vested in it. So after a very full consideration, not only of what really constituted abuses of the privilege, but of what powers there were to remedy them, a decision was made to undertake an administrative reform. Necessarily it would consume a great deal of time. Indeed, it would be a never-ending task, and the action was sure to be resisted at every turn. There would be many fights to a finish. It was certain that those who had so long profited by lax administration would not relinquish their hold without a struggle.

The scheme contemplated both the preventing of new abuses and the getting rid of existing ones. The Department must, of course, keep squarely within the four corners of the law. To overstep would be fatal. Nothing is to be more roundly condemned or is of greater menace to our Government than that an executive officer should assume and exercise an authority unwarranted by law. If there were authority for the work proposed, that was one thing; but

it was quite another thing to determine whether we could in good morals put out of the second-class publications which, though regarded as abuses, had so long continued in that class as to seem to have a vested right therein. There was something to be said on both sides, but the Administration took the view that there could be no legal or moral right in an unlawful practice, no matter how long continued. The United States Supreme Court subsequently decided the same way.

The reform was begun under Postmaster-General Smith. On July 17, 1901, three orders were published. Their purpose was to give the Department a new starting point. It was not thereafter to be bound by the precedents. It would, as far as possible, administer the statutes according to what was believed to be their plain intent. So that we may say that these laws were administered in two distinct epochs, the first beginning with the act of 1879 and ending July 17, 1901, and the second beginning at the latter date and still continuing.

The result is that at present there are in this class no books masquerading as periodicals. Dead matter, such of it as is returned by mail to a publisher, is no longer carried at a cent a pound. No business college, correspondence school, or similar institution organized for private gain, is drawing upon the public treasury for the expense of distributing its advertising matter. No publisher is conducting advertising schemes by means of an unlimited sample-copy privilege. These four things have been accomplished—worked out to a finality. The rulings in three of them have been contested before the judiciary. They were sustained. The rule prohibiting the return of dead matter was not contested. The correction of these four chief abuses represents but a part of the reform work. There have been many less grave abuses corrected. They will appear more plainly later and need only be referred to here. There have been some forty contests before the judiciary. They occasioned long, tedious delay, but in the end all the Department's rulings except one were upheld.

Some idea of what the Government has lost by the book abuse alone may be gained from the statement that in one case alone, brought to test, the difference in postage in favor of the Government while that case was pending before the courts was \$6,870.86. The publication had been carried in the mails as a periodical improperly some seventeen years.

It is unnecessary to devote any time to a discussion of the obstacles which were placed in the path of the reform. They did no more than halt and delay progress. For that fact credit is due to the Postmaster-General and the President of the United States, both of whom have resisted the influences direct and indirect to encompass the defeat of the reform. The appointment of this Commission has had the effect of staying progress while it is considering the subject, but nothing gained has been relinquished.

The reform orders published July 17, 1901, had two effects: (1) Publications of a certain character would not thereafter be admitted to the second class, and (2) those in would be excluded. Under the act of March 3, 1901, the privilege of no publisher, no matter how grave the abuse he is conducting, can be cut off without giving him an opportunity to be heard. That involved delay and corresponding loss, but, of course, it was done in each case. A great number of cases have been handled. Thousands of publications have

been denied entry, and thousands have been excluded. Later on I shall give an illustration of just what is involved in the handling of a single case, either of an application for entry or of the exclusion of a publication already in. From these illustrations some conception of the work involved in an honest and real enforcement of these laws may be gained.

Laws, regulations, and rulings do not enforce themselves. It is one thing to proclaim and another to put the proclamation into effect. If a proclamation would do the work the whole thing would be easy. There is a vast work yet to be done before the limits of administrative authority are reached. The chief defect of existing statutes is that not only what has been accomplished by this reform may be undone, but that as fast as one abuse is cured another takes root, so great is the opportunity. A publication offered for entry may comply with every requirement of the statute, and no sooner is the privilege secured than it develops into an abuse. Then, owing to the limited force at the command of the Department, the extent of the field, and the length of time required in the handling of a single case, the abuse may not be discovered and corrected for years. The example it sets is followed by others.

The difference between the rate for printed matter in general and that for matter of the second class is a constant inspiration to construct out of everything in print the semblance of a newspaper or periodical which can secure the second-class privilege. If circulars are to be sent out in large quantities, it is much cheaper to combine them and throw over them the mask of a newspaper or periodical, and thereby pay only a cent a pound. Many alleged publishers are nothing more or less than advertisement circular distributing agents with special privileges as to postage rates for their combination circulars or catalogues issued regularly as periodical publications. The special privilege of the publisher is maintained by a tax on the people, and the advertiser finds it good business to buy a place in the catalogue because mail distribution is much more costly if he deals directly with the Government.

An illustration or two of how the law and the administration are defied or circumvented will at this point be interesting. Among the many libraries of books ruled out of the second class were some published by Street & Smith, of New York. Subsequently a member of that firm wrote the Department as follows:

I am glad to say that the effect of your ruling covering the exclusion of libraries from the second-class rate has resulted in the creation of three magazines from our house—Ainslee's Magazine, Popular Magazine, and more recently Smith's Magazine. We have an average circulation of 700,000 copies a month.

In that form [indicating] they were put out as books (Exhibit 1a). Each contained a single story. In this form [indicating] they were admitted back (Exhibit 1b). The only difference is that these are made up of a variety of what appears in those books as a single story, so that the books are back again in another way.

In the case of sample copies, a limit was placed on the privilege, allowing one sample for every subscriber, so that a publisher having 100,000 subscribers may mail 200,000 copies, half of them as samples. If he mails more than that of free copies, it is held that the publica-

tion comes within the prohibitory clause as designed primarily for free circulation. Now, this rule is defeated by the process of construing as entering into the legitimate list of subscribers all manner of pretext subscriptions which are not such in fact. The result is that a publisher who keeps up a 200,000 circulation for advertising purposes finds that to do so he must have at least 100,000 subscribers. As he has but 25,000 or 30,000, he proceeds to inflate the list to the number necessary. Now, the question is whether he is exceeding his sample-copy privilege by indirection or whether his list of subscribers is, as a matter of fact, legitimate. It amounts to one and the same thing in the end—it beats the Government.

How many or whether all of the abuses which have been corrected can in some other form get back I am not able to say, but I pay deference to the ingenuity of the modern publisher. Again I say that it is one thing to proclaim a reform, it is another thing to work it out, and still another thing to keep it worked out. The exhibits to be submitted later will make this plainer than words. In the Department the situation is that the man in charge is pitted against the field of ingenuity. While much has been done, and much more can and will be done, all may go for naught under a lax administration, and practically the old conditions, concerning which there has been so much complaint and under which so many frauds have been committed, may be revived if the laws are not changed.

#### THE LAWS AND QUESTIONS UNDER THEM.

We have three laws under which publications are admitted to the mails as matter of the second class. There is the act of 1879, the act of 1894, and the act of 1900. The act of 1879, so far as it affects the admission of publications, is as follows:

Mailable matter of the second class shall embrace all newspapers and other periodical publications which are issued at stated intervals, and as frequently as four times a year, and are within the conditions named in sections 12 and 14.

The conditions upon which a publication shall be admitted to the second class are as follows:

1. It must regularly be issued at stated intervals, as frequently as four times a year, and bear a date of issue, and be numbered consecutively.
2. It must be issued from a known office of publication.
3. It must be formed of printed paper sheets, without board, cloth, leather, or other substantial binding, such as distinguished printed books for preservation from periodical publications.
4. It must be originated and published for the dissemination of information of a public character, or devoted to literature, the sciences, arts, or some special industry, and having a legitimate list of subscribers: *Provided, however*, That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates. (Act of March 3, 1879, sec. 14, 20 Stats., 359.)

That is the general act under which newspapers and periodicals are admitted. It deals with the thing to be mailed, its character, and its circulation, to determine whether or not it is of that class. Under that act the privilege does not at all depend upon who the mailer (the publisher) may be.

The acts of 1894 and 1900 are different. They have very many less restrictions; but under them the privilege depends upon who the

publisher is. I shall deal first with the act 1879, just quoted, and with the other acts later.

It will be observed, first, that only newspapers and other periodical publications are admissible to the second class under this act; but the law does not define or give any hint as to what shall be regarded as a newspaper or what shall be regarded as a periodical. That is left to the executive officer, and we have had some very queer decisions on that point, as will be seen by some of the exhibits. No administrative officer has yet written a rule defining a newspaper. This Commission can imagine the editorial broadside which would be leveled at the framer of any definition, the modern newspaper being all things in one.

The present Administration is credited with being courageous, but it has not undertaken that task. We have, however, determined that some things are not newspapers and some not periodicals, because at the beginning of the reform a rule was made that a publication should not be admitted either as a newspaper or periodical unless it consisted of current news or miscellaneous literary matter, or both. In a case brought to test the legality of that ruling the court held that the Department had gone beyond the statute.

The court said the law did not limit the privilege to current news and miscellaneous literary matter, and therefore the Department could not. So the only way left to execute the law is to decide what prints are not newspapers and what are not periodicals from time to time as they come up for entry. We must not make any rule defining either in advance. It is a question, too, about which there are very great differences of opinion.

I might state here, aside from the paper, that one of the chief objections and complaints of the publishers is that they can not find out what the Department wants; that it does not write any rules. You see what happened to the one rule we wrote.

There are some persons who will say that the New York Sun is not a real newspaper and some that Harpers' Monthly (Exhibit 2c) is not a real periodical. Physical appearance does not determine. Some of the best advertising circulars are given the appearance of newspapers and some the appearance of periodicals.

Those which are decided not to be newspapers or not to be periodicals do not come into this class, and it makes no difference whether or not the other requirements are fulfilled.

There are found in the course of administration many publications which come close to the line, but do not get over. The failure to secure the privilege by just falling short a little is the cause of much trouble and harsh criticism.

In nearly all cases of refusal to accept a publication on the ground that it is not a newspaper or not a periodical a contest follows. The publisher finds exactly what the deficiency is and supplies it. If it is that it does not contain sufficient news, then the shears and the paste pot will fix it up. If he thinks that the decision has been made because the administrator does not find editorial matter in it, forthwith that feature is supplied. If the stuff called editorial is placed in the usual location for editorials and therefore helps out the appearance, what more can be demanded in the name of the law? If it be trash, the administrator is not a censor.

All that is true of newspapers is likewise true of periodicals. Any



deficiency in the thing itself can be supplied, and it comes into the second class. If objection is made because one looks like a book, the same thing will be produced, as we have already seen, looking like a magazine. Newspapers and periodicals fearfully and wonderfully made are constantly applying for entry. A great deal might be said on the difficulty of determining what is not a newspaper and what is not a periodical, but I will leave the rest to your imagination to be stimulated by the exhibits.

I have here, gentlemen, copies of the New York Sun of August 12 (Exhibit 2b) and September 26, 1906 (Exhibit 2a). This daily edition (Exhibit 2a) consists of 16 pages, and the Sunday edition (Exhibit 2b) of 32 pages. Generally speaking, I should say that this publication fairly represents what the law contemplates in providing for the admission of newspapers to the second class of mail matter.

Personally I do not see that it does not fulfill every requirement of the law. The same might be said of the daily edition of the New York World, a copy of which I have here, dated September 28, 1906 (Exhibit 2d); of the New York Evening Post, a copy dated September 27, 1906 (Exhibit 2e); of the Omaha Evening Bee, a copy dated May 26, 1906 (Exhibit 2f); and a copy of the Omaha Sunday Bee, dated May 27, 1906 (Exhibit 2g). All these are submitted as fairly representing the daily newspaper and a Sunday issue.

I have before me a copy of the Second Ward Roarer. It is volume 1, No. 4, dated at Manitowoc, Wis., September 1903 (Exhibit 3a). This publication has every characteristic of a newspaper. I should say there were about 60 copies in a pound, and, like the modern newspaper, the sporting page is printed on colored paper. The page is about 3 inches wide and about 2½ inches deep. The items it contains are genuine news concerning the locality where it is printed. It has a list of subscribers. It is published regularly at stated intervals. It has no substantial binding. It is issued from an office of publication, and has in it information of a public character. The officer in charge denied admission to that publication on the ground that it was not a newspaper within the meaning of the law. Then the publisher tried it over again.

The CHAIRMAN. What is the purpose of that publication, Mr. Madden?

Mr. MADDEN. General news for the ward in which it circulates.

Thinking, perhaps, that size affected the judgment of the executive, a second issue was furnished. It was volume 2, No. 4 (Exhibit 3b). Perhaps the publisher thought that it would be more like a modern newspaper if printed in red ink. That is the color in this issue.

Representative OVERSTREET. Give the dimensions of that.

Mr. MADDEN. This copy is about 3 inches wide and 6 inches long, and is composed of five separate sheets. This, like the others, has all the characteristics of a newspaper; but again the Department decided that it was not a newspaper, and denied entry. But the publishers were not discouraged. They tried it again with volume 2, No. 6 (Exhibit 3c). The paper in that case was about the same size as the other. Again the decision was that it was not a newspaper.

Mr. KRACKOWIZER. Why?

Mr. MADDEN. I do not tell why.

Mr. KRACKOWIZER. That is what we want to know.

Mr. MADDEN. The answer is, when you see the exhibits, look at them and see whether you think they are newspapers. Strictly speaking, it is nothing more or less, gentlemen, than an arbitrary decision.

Mr. KRACKOWIZER. All your decisions are.

Mr. MADDEN. That is why I said a little while ago the law should define definitely and not leave the publisher to find fault and try to work it in by simply furnishing what would satisfy the administering officers.

The publisher then came forward with volume 3, No. 8 (Exhibit 3d). This time—it is dated in December, 1905—he made it larger. It is about 10 inches long now and 6 inches wide, composed of four sheets. This issue contains advertisements on a more elaborate scale. Again the Department held it was not a newspaper or other periodical. But the publisher was not discouraged and he tried a Christmas number (Exhibit 3e). He got it out in elaborate shape, and again, although it was of the same size, it had a cover on which is an attractive picture, the decision was that it was not a newspaper or other periodical.

So he has continued from time to time making repeated efforts to get it in; and sooner or later he will add enough to it by the process of clipping, the paste pot, etc., to compel us to put it in as a newspaper, whereas, as a matter of fact, all that is desired to circulate is the little publication as first presented.

Here are a number of copies submitted for your perusal. I have now to present a copy of the Daily Mercantile Reporter and Law Bulletin, published at Lasalle, Ill. (Exhibit 4a).

The CHAIRMAN. Mr. Madden, as I understand, the purpose of these publications is chiefly the circulation of advertisements.

Mr. MADDEN. There is nothing in evidence to that effect.

Representative OVERSTREET. The field of the distribution of this publication was practically limited to that ward?

Mr. MADDEN. It was practically limited to that ward. In other words, it was news peculiar to that ward.

Representative OVERSTREET. Not general information for the general public?

Mr. MADDEN. No; but still it is claimed to be news. A publication is issued within a county and the news it publishes applies particularly to that county, although it may be of general interest, and the same may be said of that publication; but no sane person would say it is a newspaper.

This latter publication, the Daily Mercantile Reporter and Law Bulletin (Exhibit 4a), is made up of tabulations of records or court proceedings, or some county officer's proceedings, concerning real estate, law matters, law notices, etc. It is printed on one side. The information in it is public in its character. It complies with every requirement of the law except that it is a single sheet, printed on one side. It looks like a circular, and is just about what one would put in an envelope to circulate. It was denied entry on the ground that it was not composed of sheets, as required by law, and was not a news-

paper. The publisher was equal to the emergency, and he supplied the same thing on sheets. A few operations of the scissors and we had what would overcome the question of sheets—a folded paper (Exhibit 4b)—and if we had any objection to the tabulations as not being such matter as usually appeared in the newspapers, then he had supplied that by his clippings from the others.

I have here a copy of the Daily Reporter, published at Monticello, Ill. (Exhibit 4c). It is dated April 23, 1906. It was discovered some time ago that this was going in the mails as second-class matter, and that is a copy of it. It has some typewritten entries on it. When we discovered it we considered that was not a newspaper and it should get out of the second class; and the publisher was duly cited to show cause, and he supplied it in this form [indicating] (Exhibit 4d). Of course it is not in yet, but all he has to do is to supply a few more pages and make it a little larger.

I have here a copy of Edwards's Transcript of Records, published at San Francisco, Cal. (Exhibit 4e).

I should say, gentlemen, that none of these publications come within the rule as designed for free circulation, or circulation at nominal rates. For all of them good substantial prices are charged. This one I have in my hand is \$1.50 a month, and I do not believe any sample copies of it circulate. I never heard of any. This was in the second class. It is printed on one side only. Fault was found with it and the publisher was asked to show cause why it should not be excluded from the second class.

Representative OVERSTREET. About how many copies of that would there be to the pound?

Mr. MADDEN. I should say there were 40 or 50 copies of that to the pound. It is very thin paper. First it was printed on one side, and the publisher had some trouble; and he thought if he printed something on the other side that would do. Still it was denied entry.

Other copies are submitted of the same publication where the information in it and the form varies with the publisher's efforts to make it meet the requirements.

I have here a copy of the Daily Reporter, published at Wilbur, Saline County, Nebr. (Exhibit 4f). It is nothing more or less than a circular. The few entries in it look almost as though they had been put in by hand. It is neostyle work. The law does not describe the kind of printing there shall be in a publication. This publisher was cited to show cause, and after a hearing it was ruled out of the second class. He will be able to get back, if he is clever; but he had it in fourteen years as a newspaper or periodical before it was found.

I have here a copy of the Linn County Report, published at Marion, Iowa (Exhibit 4g). It is printed by the neostyle process, and the facts concerning the previous case apply exactly to this. I do not know how many years that was in the second class.

The case I am now about to refer to, gentlemen, I think will interest you more than usual. It is a copy of the New York Times Weekly Financial Quotation Review (Exhibit 4h-1). I will not be sure of the accuracy exactly of all my statements, but if my memory serves me correctly it was this way: The New York Monday Times contains a section which the publisher conceived the idea of eliminating from the general paper. He took from the general paper this portion [indicating] and created an independent paper. He offered

it for entry, and when it was held up we found in it nothing but tabulation, the prices at which stocks and other securities were quoted and held, and he complained about the delay because we did not decide promptly. There was no editorial matter in it. When he was told that the difficulty was in deciding whether it was a newspaper, he supplied some editorial matter, made it look a little more like a newspaper (Exhibit 4h-2), and we let it in because we did not have any ground for keeping it out. But is it a newspaper?

The unfairness of that is illustrated by a copy of the publication entitled *Income Values and Quotation Record*, published in New York (Exhibit 4i). This publisher failed to supply a little print or any editorial matter; but it is nothing more or less than tabulation like the other, of a different character—a mere compilation of figures; but it did not come in because it did not have the editorial and other things to make it look like a newspaper.

Mr. NORRIS. Will Mr. Madden kindly furnish the Commission a statement which went with that?

Mr. MADDEN. If that is called for by the Commission, it can be furnished by the Department, but I did not come prepared to supply the correspondence in the case, and I do not want to be held strictly accountable for the accuracy of every statement. I am depending on my memory, Mr. Chairman, for more or less of this, because I could not get ready to furnish you with all of the data.

Here is another of exactly the same character entitled *Daily Index*, published at Seattle, Wash. (Exhibit 4j). This was in, but was excluded because it was not a newspaper. Here is a copy of the *Frankfort Daily Index*, published at Frankfort, Kans. (Exhibit 5a-1). It is dated March 8, 1906. Application for admission of this publication was submitted. It was found that it contained news concerning the locality, but it was printed only on one side. It did not comply with the requirements as to being formed of printed paper sheets. It was denied entry. While the case was pending the publisher found out the objection and printed on both sides (Exhibit 5a-2); and being further advised he used the scissors and paste pot and he got the requisite amount of stuff to make two sheets and get it in (Exhibits 5a-3 and 5a-4). I would like to have you look at this, Mr. Chairman, and the various copies submitted.

I have here a copy of the publication entitled the "*Scriptural Text Chain*." (Exhibit 6a.)

Senator CARTER. State the proportions of that, Mr. Madden.

Mr. MADDEN. It is a strip of thin cardboard, 10 inches long and an inch wide, published in New York, 12 cents a year. The only matter printed upon it is on one side, and it is a scriptural text. It is issued quarterly, a strip an issue, like that [indicating]. Each strip is dated for a particular week in the quarter and it serves in Sunday school work, I believe. The idea is to furnish them to children. There is a little paste on the end here, and by wetting it in that shape and the next one in that shape it finally makes a chain. That was put out on the ground that it was not a newspaper or periodical. It was in a number of years.

I have here a copy of the *Intercession paper*, published at Bayonne, N. J. (Exhibit 7a.) It is dated January, 1905. It appears to be instruction concerning prayers issued by the head of the religious organization to the members of that organization. It is still passing

as second-class matter. It is composed of leaves, say, 16 of them, about 5 inches long and 3 inches wide. We can not exclude that publication from the second class until we are ready to take action on a certain class that are very similar.

It will be interesting to know that same publication appeared in June, 1904, with supplements. (Exhibit 7b.) The law provides for supplements. This will be discussed later. The little circular contains similar matter to that in the main publication, and it was issued as a supplement for the convenience of separating it.

I have here a copy of the Bible Banner Series, published at Stanbury, Mo. (Exhibit 8a.) The copy is dated May 1, 1906. Objection was raised to this publication because it consisted of a single sermon. This (Exhibit 8a) is the form in which it appeared, and objection being taken to it, the publishers furnished it in this form (Exhibit 8b), and in that form it was required to be entered because it complied with all the conditions. It was a question of form.

I think it would tax you, Mr. Chairman and members of the Commission, to lay before you all of these exhibits we have here in this book. (Exhibit 9a.) They are so small that we had to make a book and paste them in. There are actually about 20 or 25 here showing the various degrees of shading off one way or another to get in the second class. It is a mere question of the printing. I will submit this and Exhibits A to G. They are in this form because some time ago the Senate passed a resolution calling for the interpretation of the law concerning this class of publications, and the whole matter will be made very clear with the circular and the illustrations to go with it.

The next requirement of the law is that it must regularly be issued at stated intervals, as frequently as four times a year, and bear a date of issue and be numbered consecutively. All of this is a mere matter of adjusting the printing press, except the regularity of issue. All start out intending to keep up regularity, but not all continue. Publications are sometimes issued in double, triple, or quadruple numbers; that is to say, the date line will bear the months July, August, September, and October, or as many of the months as it stands for. Rules for treating these cases were made. Double numbers are prohibited because the law demands regularity of issue at stated intervals. But few publishers are advised of the exact requirements and that the privilege depends upon their being all fulfilled.

It seems to a publisher to be such a trivial matter, this regularity of issue, that he gets the publication out with the doubled-up dates when it suits his convenience. Because of the rule, it is held up by the postmaster; then the publisher comes to Washington, and what is to be done? He pleads ignorance of the law and won't do it again; and he argues that after all the Government is benefited by the omissions, for instead of two, three, or four issues it has only to carry one. The difference between the second and third class rates, which should be charged if the rule were enforced, is so great that the punishment is too much for the crime and, as a rule, the Department can not in good conscience demand the higher rate.

The publisher is let off with a warning and does not do it again, but there are always new cases of the same kind. The law in this respect is constantly violated, and once the precedent is established no case can be treated with less leniency. Then there are the special editions,

issues over and above the regular number; and the questions as to variant issues, enlarged editions, etc., in which the character of the publication is changed, retaining only the title and other technical marks of the regular publication.

When a publication is admitted to the second class it is in response to an application by the publisher. He makes a sworn statement concerning not only the publication, but its circulation, because both are governed by the law. He also submits a copy of the publication which he wants entered. After viewing the publication, if it meets the requirements, and after taking his sworn statement as to circulation, and that also meeting the requirements, the publication is admitted. If we are correct, our theory is that the admission is on that particular thing as it appeared by the exhibit, and the publisher is not entitled to second-class rates if he changes the character of the thing to be carried on the permit. He is given second-class rates for a newspaper which was adjudged to be a newspaper at the time it was entered. He has no right to change it to something which is not a newspaper.

The exhibits on this line are very extensive, and I will have to take very considerable of your time to present them. I would like to state, Mr. Chairman, that the limited time and the state of the weather in Washington for the last sixty days has made it impossible for us to get these exhibits in as good order as we will have them later for you when you really wish to pass upon them. I may not keep the consecutive order properly, but I will get them all in if you will be patient.

Here is a publication entitled the "Lariat," Davis City, Iowa. I have two copies of it. One is No. 3 of volume 4 (Exhibit 10a-1). There is no date on it that I can find. The other is dated November 11, 1905 (Exhibit 10a-2). This is the form (Exhibit 10a-2) in which the publication was admitted, and on a date not given. This (Exhibit 10a-1) was offered as an issue of it. It is nothing but a lot of pictures, poems, advertisements, etc. The publisher had the privilege and he could not be suspended without a hearing. We could not stop his mail matter. It is a question whether that (Exhibit 10a-1) is the issue of the Lariat.

The CHAIRMAN. Does this paper have a legitimate circulation, Mr. Madden?

Mr. MADDEN. It had at the time it was entered, according to the publisher's sworn statement.

I have here a copy of the Kinston Free Press, published at Kinston, N. C. (Exhibit 10b-1.) The issue is dated August 18, 1906, in the form of a newspaper. It was admitted in that form and that character. An issue of the paper was presented, entitled the "Industrial Issue" (Exhibit 10b-2). It bears no date that I can find. It is possible that I may be mistaken, but this was either issued separately or as a part of that newspaper—one of the two things. The question is whether the publisher, by reason of his right to mail the newspaper (Exhibit 10b-1) at second-class rates, was entitled to mail along with it a pamphlet or print (Exhibit 10b-2) of that kind as a part of it or as a separate edition. In either case it went through the mails at the pound rate.

I have here a copy of the Miami News dated July 27, 1906 (Exhibit 10c-1). It is published in Miami, Fla. This is the form in

which the publication was admitted as a newspaper. On July 27 the publisher sent this (Exhibit 10c-2) along with it as a part of it. It is called a special railroad-extension edition. It is made up of a lot of good matter, probably, concerning the railroad facilities of Florida. It is very good advertising matter. It is a variation in the edition.

The next is a copy of the Pacific Fisherman, published at Seattle, Wash., dated January, 1906 (Exhibit 10d-1). This (Exhibit 10d-1) was the form in which it was admitted to the second class as a periodical published monthly. On January, 1906, it came out with this (Exhibit 10d-2) as a part of the publication.

Senator CARTER. Is that to be issued regularly as a part of it, or just as a supplement?

Mr. MADDEN. No; only occasionally—once a year. This had a separate price, 50 cents, by itself.

Now, we get a little nearer home, to some of the real newspapers. I have here a copy of the Evening Capital News, published at Boise, Idaho, February 6, 1906 (Exhibit 10e-1). This is the form (Exhibit 10e-1) in which the newspaper was admitted and in which we concede its right to go at second-class rates. On that date they issued along with it, as a part of it, a pamphlet entitled "The Marvelous Snake River Valley" (Exhibit 10e-2). It appeared to be a write up of that section of the country, pictures of various institutions, and a general advertisement of the valley. The question is whether the publisher, having the second-class rate for the newspaper, is entitled to mail along with it any print he sees fit to distribute in the mails, by a mere designation of it as a part.

I have here a copy of the Tacoma New Herald, published at Tacoma, Wash., dated January 6, 1906 (Exhibit 10f-1). On that date he also had a section (Exhibit 10f-2) which is a pamphlet similar to the ones previously shown. The same question arises in this case. It is merely a second exhibit of the same identical question.

Senator CARTER. Mr. Chairman, I suggest that in view of the large number of these exhibits, their general nature might be stated, and the exhibits left available for examination, without consuming time in making a special showing as to each one in the course of the statement now in progress.

Mr. MADDEN. I will follow whatever order you desire, gentlemen. The exhibits are at your disposal.

Senator CARTER. I suggest, Mr. Madden, that as to each class, one or two exhibits might be referred to in illustration of your statement, and the remainder of the exhibits bunched, so as to be accessible for further examination if the Commission desires it.

Mr. MADDEN. Permit me to state in that connection that the exhibits brought here by no means cover all of the questions that arise on those particular points. They are merely a few, varying themselves a little. The number is almost countless. We could not bring along with us all the exhibits necessary to explain every question.

The next condition is that a publication must be issued from a known office of publication. It is mailable at the second-class rates only at one post-office, and that is the one where the actual business of managing and publishing is done. The same law requires a higher rate of postage for newspapers and periodicals addressed for local delivery by letter carrier than it does for transporting them

across the country and delivering them, say, in San Francisco. There are newspapers and periodicals the circulations of which are all within the city of publication. In such cases the copies, if a newspaper, must be paid for at a cent apiece regardless of weight, and the same for a periodical, unless it weighs over 2 ounces, in that case 2 cents are required.

The publisher discovers that there is a post-office in a convenient suburb and that by establishing a publication office there, a mere makeshift, and advertising it as one of his offices, he can secure entry to the second class there and then mail copies to subscribers in the large city at a cent a pound, whereas but for this little inconvenience it would cost him from 10 to 20 cents a pound to mail it. When the publication is one of those with fifteen or twenty copies in a pound, the difference in postage rate and the loss to the Government is manifest. But this is not all. The Government must pay the cost of the service for carrying the very same matter back from the place where it was sent in order to defraud it of its legal revenue. And, after all, the publisher is not inconvenienced much. The telephone, the quick-car service, etc., permits of his remaining in the large city, practically transacting his business as before.

The third condition is that it must be formed of printed paper sheets, without board, cloth, leather, or other substantial binding, such as distinguish printed books for preservation from periodical publications. If all of the news of a locality can be printed on one sheet why should the law require two or more? Often it is found that a single sheet has more the character of a real newspaper than some of those of a number of sheets. The publisher of one of these single sheets finds that the conditions must be met, and scissors and paste pot do the job. The result is that the Government is required to carry double weight.

The next condition is that it must be originated and published for the dissemination of information of a public character, or devoted to literature, the sciences, arts, or some special industry. What is information of a public character? What is devoted to literature, the sciences, arts, or some special industry? The administering officer must determine these questions and the statute gives no clue to follow. The Department has a rule applicable to a small class of cases, but it is of little value, and the application of it has caused endless irritation and annoyance.

A few illustrations will be helpful. The rule is that a publication made up of notices and information which is of interest to and concerns only the members of an organization as such, especially when the list of subscribers is simply the membership, is not originated and published for the dissemination of information of a public character. Under this rule many hundreds of publications have been rejected from the second class, among them the little bulletins of the Y. M. C. A., the pastor's alleged newspaper containing his weekly announcements for circulation among the members of his congregation, and many others of like character and purpose. There are many differences of opinion as to the correctness of the rule. Congress has practically investigated the Department three times in cases where it was applied.

The first was during the lifetime of the late Senator Hoar. The Senator's own pastor offered a little sheet for entry as a newspaper.



(See The Searchlight, Exhibit 9a, page 2.) It was a weekly, and the news it contained was merely pulpit announcements and a few advertisements. It was rejected because of the rule stated, and the pastor (the publisher) protested to the Senator. He introduced a resolution calling upon the Department for a statement of its construction of existing law in relation to such publications. The resolution was passed. The Post-Office Department answered in the way indicated. The resolution also called for exhibits, and they were submitted. When the answer and the exhibits reached the Senate, Senator Hoar reviewed not only the rule but the exhibits. He was a just man, and he got the floor and this is what he said:

I do not want to have anything appear that might even be taken to be a criticism on the Post-Office Department. I have no doubt that the Post-Office Department has dealt and is dealing with this very difficult question in regard to second-class mail matter with great wisdom and prudence, and in general is right in its dealing. It has seemed to me, however, that the Department has erred, possibly, when it holds that periodicals, weekly or monthly, published by churches and other religious or educational associations, which are full of news, which have advertisements in them, but also contain a little of their own particular information (which they would have to print in the daily papers if they did not have this means of printing it), are not to be treated as ordinary newspapers.

That quotation speaks for itself. It needs no comment.

The publication offered in that case is in the exhibits presented. (See "The Searchlight," page 2, Exhibit 9a.) It has a little two-page sheet, a few advertisements, and a few notices concerning what the congregation will do, what the choir will do, what the pastor has said and done, and what he intends to do. There were very many of that class in, and they were all put out, so far as we know.

Not long ago a publication having all the physical appearance of a newspaper (copy of which will be exhibited) was offered for entry at Shawnee, Okla., and was entitled the "Indianoma Union Signal." (Exhibit 11a-1.) An examination of it disclosed that it was not a newspaper at all, although physically it looked like one, and the casual observer would say it was one. It was, however, nothing more nor less than a bulletin issued by the officers of the Farmers' Union to its members, and of letters from the members to the officers to be printed for the information of other members, who composed its list of subscribers. In other words, it was simply an organization bulletin, the object of which was to instruct the members of the union where to buy their necessities and sell their products to the greatest possible advantage.

Entry was denied. To say that the publisher was indignant because it was held that his publication was not a newspaper, originated and published for the dissemination of information of a public character, is putting it very mildly. He was fiery. The stuff he printed in that paper concerning the action of the Department was real information of a public character. About 40,000 farmers were said to be concerned. The publisher made them all think a great outrage had been perpetrated. The whole country around was placarded. There was one on every post. A copy of the poster will be submitted. (Exhibit 11a-2.) Excitement ran high. Contributions were called for to fight the monster who was depriving the publisher of his lawful rights.

The third case where this rule operated so as to provoke resentment was *The Missouri Alumni Quarterly*. (Exhibit 11b.) This was a very creditable magazine. A casual observer would have said there was no question about its being a periodical entitled to the second-class rates. But, as I stated before, physical appearance is not the test. A scrutiny of its contents disclosed that there was nothing in it of a character to be of interest to persons outside the membership of the alumni association. It concerned the affairs of the college and the students exclusively, among whom it circulated.

It was denied second-class rates under the rule stated. To this a prominent Senator took objection, and the Third Assistant Postmaster-General had the distinguished pleasure of spending one entire evening, until after 11 o'clock, in a committee room of the Senate undergoing a rigid examination to discover whether or not he had unjustly discriminated against this publication. And the Senator found other publications of other colleges which, to his mind, were identical in character and which were being carried in the second class, while that of the Missouri college had been refused.

Many more instances might be recited to illustrate the difficulty of determining what is information of a public character and of administering this one provision of the statute. The moral of it all is plain. It is less trouble, much easier, and one makes less enemies by not enforcing the law than by enforcing it.

I have plenty of exhibits on this point.

Senator CARTER. You might set forth the main exhibits, briefly, but not in extenso.

Mr. MADDEN. I have here a publication of the *Missouri Alumni Quarterly* (Exhibit 11b). It is high-class matter, but restricted in its interest entirely to the membership of the organization. It is dated September, 1905. It is respectfully submitted.

Here is a copy of the *Oak Park Organ*, dated February 2, 1906 (Exhibit 11c). It contains a few notices by the Y. M. C. A. organization in that locality, addressed to its members. It has no interest outside of the membership.

There are numbers of these, varying in degree.

Here is a copy of the poster that was sent out by the *Indianapolis Union Signal*, called "A Square Deal" (Exhibit 11a-2).

Senator CARTER. That is a supplement?

Mr. MADDEN. It was sent out as a supplement and posted up all around the country. That was carried as third-class matter under a deposit while the case was pending for entry. The publisher had not secured the privilege, and he was not in a position to demand a hearing that he would have been in if he had gained entry.

This same paragraph provides for publications devoted to literature, the sciences, arts, or some special industry. What does the law mean by "devoted to literature?" If we were to hold that the term "devoted to literature" means that the publication shall be devoted to the subject of literature, and not that it is merely to contain literature itself, imagine the result. A great number of our best magazines would be subject to exclusion. Nevertheless, that is exactly the construction that is placed upon the other three provisions, namely, the sciences, arts, or some special industry. One devoted to the sciences discusses medicine, for instance; one devoted to the arts discusses

music, etc., and one devoted to some special industry discusses matters relating to that industry. One supposed to be devoted to literature is admitted to this class upon its containing literature itself, and without any discussion thereof as a subject at all.

We have already had one good illustration of how books may become a periodical publication (Exhibits 1a and 1b). The process is easy; make it up of parts of a number of stories instead of one, and, presto, you have a periodical devoted to literature. That a construction of the law that a publication made up of fiction, or chiefly of fiction, whether one complete story or parts of many, is not devoted to literature within the intent and purpose of the law can be sustained before the judiciary as the true meaning of the statute there is but little doubt. If it should be so decided, thousands of magazines now going as matter of the second class would find their place in the third class with other books.

Under the provision "or to some special industry" we have all manner of trade journals. They are legion. Some of them are highly meritorious publications and really devoted to their industries; on the other hand, we have a great many that are nothing more nor less than advertising propositions. The exhibits will make this clearer.

I have a copy of the *Rose Jar*, published in New York (Exhibit 12a), said to be a magazine for book lovers, and thoroughly within the construction of the law. It discusses literature; it discusses the books as they come out and the writers and all phases of the subject of literature.

Representative OVERSTREET. How often is it issued?

Mr. MADDEN. Quarterly. There are only one or two magazines, to my knowledge, that as fully comply with the law in that respect as that one.

Here is a good illustration, devoted to a science. It is a copy of the *American Journal of Theology*, dated July, 1906 (Exhibit 12b), and is fairly devoted to a discussion of that subject.

I have here a copy of *Camera Work*, published in New York, dated July, 1903 (Exhibit 12c). It is devoted to the subject of camera work, with illustrations and discussions, and thoroughly within the intent and purpose of the law.

I have here a copy of the *Iron Age*, published in New York, dated September 13, 1906 (Exhibit 12d). It is devoted to the iron industry and represents a publication devoted to some special industry, so far as the text is concerned.

Senator CARTER. These samples are now admitted to the mail as second-class!

Mr. MADDEN. Yes, sir.

The next requirement of the statute is that a publication must have a legitimate list of subscribers. This is something outside of the physical thing itself. Practically everything else required is in the publication; but the list of subscribers is a different matter. Of course, this must be enforced; and recently, in the course of administration to protect the interests of the Government, it was necessary to frame some rules or definitions of what might be fairly considered as going to make up such a list (Exhibit 13).

The things prohibited from entering into the list will be of interest.

They include alleged subscriptions which had been secured through the means of premiums, or gifts, to the subscriber, the effect of which is to return the entire subscription price, and sometimes more; alleged subscriptions secured through clubbing arrangements, through which one or more publications are given away, thus defeating the law prohibiting free circulation, or circulation at nominal rates; alleged subscriptions actually given free upon the recipients signing an order to the publisher alleging payment or making a promise of payment upon which there was no collection and no intention to collect; alleged subscriptions in connection with the sale of goods the bill for which contains an item for subscription to the publication, which item was only a part of the price of the goods, there being no actual charge for subscription; alleged subscriptions which were themselves gifts or premiums given by the publisher in consideration of the purchase of merchandise which he had for sale in his other business; alleged subscriptions of persons whose names had been secured by the publisher from the lists of defunct publications which defaulted on their subscription contracts; alleged subscriptions based, without any order, contract, or other action on the part of the addressees, upon the sending of copies of publications with a notification that failure to direct discontinuance by a fixed date would constitute such persons subscribers; alleged perpetual subscriptions; alleged subscriptions for numbers of copies for their patrons or prospective patrons, or other third persons, by business houses, commission houses, stock exchanges, boards of trade, campaign committees, candidates for office, clubs, organizations, or individuals interested in the circulation of the publication for advertising or other purposes; alleged subscriptions carried indefinitely on a pretended credit. The devices by which this requirement of the law was and is circumvented are too numerous to mention. The law does not define a subscriber.

We can not very well present exhibits of that feature. We can give any number of statements on these lines which you may call for later to satisfy you of the extent of it. I have a stack of cases here of one phase or another of the subject. It would take all day to read them. I did not know just what you would call for, and I came as well prepared as possible.

This statute in no equivocal terms prohibits the admission of publications to the second class which are primarily designed for advertising purposes, or for free circulation, or for circulation at nominal rates. The possibilities of construction in that clause are very great. Without intending to cause alarm to publishers, I may say that a strict and honest construction and enforcement of that prohibition would force out of the second class from 60 to 70 per cent of all our newspapers and from 70 to 80 per cent of all our magazines. Verily this act of 1879 is a Pandora's box of possibilities of executive construction. All depends upon the view of the administering officer. He may be liberal or he may be strict, and be safely within the law. The United States Supreme Court has decided that an executive officer is not bound by prior construction if that construction be wrong. All this makes for uncertainty of the service.

On this point I want to submit some exhibits. I am only submitting one of a list. It just happens that attention was called to a copy of the Iron Age, which was recently submitted. It is a weekly

publication. We had a year's copies sent to us for analysis. We found it was too big a job to analyze a year, so we took six months. This is what we found: The subscription price per year is \$5. The single number is 15 cents. The exhibit (Exhibits 14a-1 to 14a-26, inclusive) comprises the first 26 issues of 1906. It contains 7,676 pages. Total weight, 45 $\frac{1}{2}$  pounds. Pages of text, 2,118, or 27 $\frac{1}{2}$  per cent. Pages of advertising, 5,560, or 72 $\frac{1}{2}$  per cent. Of the text, a material portion is textual advertising, or write ups, which is considered to be the best kind of advertising. The estimate for the year at that rate is: Total pages, 15,376; total weight, 91 $\frac{3}{4}$  pounds; pages of text, 4,236; pages of advertising, 11,120. The question is, is the publication primarily for advertising purposes or for free circulation or for circulation at nominal rates?

I have here a copy of the Vehicle Dealer, published in Philadelphia (Exhibit 14b-1). It is dated April, 1905. It was analyzed in the same way. The total pages are 88. Pages of text, 32, or 36 per cent. Pages of advertising, 56, or 64 per cent. There was a supplement with this issue. Here it is (Exhibit 14b-2). The total pages are 144, all advertising, being substantially a catalogue of several vehicle dealers. The publication proper and the supplement give a total of 228 pages. Pages of text, 32, or 14 per cent. Pages of advertising, 196, or 86 per cent. Is it primarily designed for advertising purposes? I think perhaps that fairly illustrates the subject. The number of illustrations is legion, and you could get any number on any question you desire.

Senator CARTER. Mr. Chairman, I think it is very desirable that the statement of Mr. Madden be completed to-day if practicable, and in order to accomplish that it will be necessary to continue this session until after 5 o'clock. I think it is quite obvious that Mr. Madden will be somewhat distressed by continuous speaking until the time he finishes. I therefore suggest the propriety of taking a recess until, say, 3 o'clock, to the end that Mr. Madden may have some respite and that those who have engagements may keep them.

Representative OVERSTREET. Have you reached a convenient point. Mr. Madden, so that if you stop now you will not break into a particular subject?

Mr. MADDEN. Yes; except that I have some additional exhibits that do not need to go in here now, concerning the daily newspapers, where they have been analyzed.

Representative OVERSTREET. They are on this same point?

Mr. MADDEN. On this same point.

Senator CARTER. I think it might be well for you to conclude on this particular point.

Mr. MADDEN. They thoroughly illustrate the subject.

The CHAIRMAN. Are these daily papers?

Mr. MADDEN. I am mistaken. We have not the dailies analyzed. We simply have them and they show for themselves.

Representative OVERSTREET. Then this is a convenient place for you to stop?

Mr. MADDEN. It is.

The CHAIRMAN. The Commission will take a recess until 3 o'clock.

The Commission, at 2.15 o'clock p. m., took a recess until 3 o'clock p. m.

AFTER RECESS.

The Commission reassembled at the expiration of the recess.

**STATEMENT OF HON. EDWIN C. MADDEN RESUMED.**

**Mr. MADDEN.** Mr. Chairman and members of the Commission, in resuming this statement I would like to begin by correcting what may be a false impression, if there be that impression either with the Commission or with the publishers present or any other publishers that the Department is making a case against the publishers. It is a mistake. The Department is making a case against the statutes.

I left off by giving some exhibits of publications which might or might not be held to be designed primarily for advertising purposes. I would like to continue with a few more.

I have here a copy of Harper's Monthly Magazine of October, 1905.

We analyzed this publication from October, 1905, to September, 1906 (Exhibits 14c-1 to 14c-12, inclusive). This is what the analysis shows: Total weight of 12 copies; 276 ounces; average weight per copy, 23 ounces; percentage of advertising of Harper Brothers' publications, including Harper's Magazine, 7.1; percentage of advertising Harper Brothers, including Harper's Magazine and the Review of Books published by Harper Brothers, 9.5 per cent.

Using as an estimate 100,000 copies circulation a month, the cost for postage alone of distributing one circular, not exceeding 2 ounces in weight each, to a number of people would be \$1,000.

The fact that Harper Brothers have a magazine in which they can place their circular for distribution gives them, as publishers, an opportunity to circulate at a cent a pound what any other person, without a magazine or periodical, could not do, which may or may not be an unfair advantage. I merely bring the point to your attention. The opportunity of the outsider to advertise in the publication at the advertised rates is no doubt open, but it is a question of how far a publisher of a magazine may advertise his other business in his periodical.

At the present time—this will be done later, if the Commission desires it—we were unable to analyze some of the big daily papers, because the analysis involved so much more work. It requires measurement, whereas you can easily count up the pages of a magazine.

I have here a copy of the New York American. It is dated September 9, 1906 (Exhibit 14d-1), and it is as full of advertising, in proportion, as any magazine.

**Senator CARTER.** Is that a week-day or Sunday edition?

**Mr. MADDEN.** It is a Sunday edition.

Concerning this particular question also, it ought to be stated, in fairness to the publishers of magazines, that in the case of a newspaper, where the percentage of advertising appears to be running very high, it is a very easy matter to add a few pages of text. Taking 50 per cent, we will say, as a dividing line, we may well question whether that [exhibiting] is news or literature and whether there can be balanced against that an equivalent amount of advertising.

Sixteen pages contain all the news that can be found in one day,

and yet they run from 50 to 70 pages, and you can balance up the other stuff put in as text against the advertising.

Here is the New York American for September 9. These [exhibiting sheet music (Exhibit 14d-1a) and the so-called "comic section" (Exhibit 14d-1b)] are some things that the publisher puts in as parts of the paper. I think he calls them sections. They are listed in the table of contents. Aside from the question of advertising here is the question of whether these are a part of the original print and a part of the newspaper entitled to be mailed by the publisher at a cent a pound when every other citizen would be required to pay 8 cents a pound.

This sheet music is put in as a section. It is ready to be used on the piano, the same as any other music, and if any other citizen desired to distribute that in the mails he would have to pay 8 cents a pound, but the publisher puts that in as a section of his newspaper and gets it at a cent a pound.

This so-called "funny matter" (Exhibit 14d-1b), if I am correctly informed, is printed at a central office and distributed around to the various newspapers which carry it, and against that matter, the advertising matter may be balanced, if we go on the 50 per cent limit of advertising against 50 per cent of the text. What is true of the New York American—that happens to be the first we took—is true of the New York World (Exhibit 14e), except, perhaps, some slight variation. Here is the funny-page matter (Exhibit 14e-1) and a magazine section (Exhibit 14e-2).

An interesting item in connection with that is this: We rule books out of the second class because they are in the form of books, and here, if I am correct, is part of a continued story (Exhibit 14e-3). There is no similarity in form, but it is run in as a section of the Sunday World's series of new novels by various authors. If that were in book form, bound a little more handily, we would rule it out as a book.

The CHAIRMAN. Have you made any rulings on these daily papers?

Mr. MADDEN. Yes, sir. We will come to that in just a few minutes. As I said before, we will analyze any one of these for you, if you desire it, as to the proportion of advertising to text.

This statute contains the following provision:

Publishers of matter of the second class may, without subjecting it to extra postage, fold within their regular issues a supplement; but in all cases the added matter must be germane to the publication which it supplements; that is to say, matter supplied in order to complete that to which it is added or supplemented, but omitted from the regular issue for want of space, time, or greater convenience, which supplement must in every case be issued with the publication.

That paragraph is the only part of this statute which gives any real idea of the intent of Congress. It prescribes that the matter must be germane, and that it must be supplied in order to complete that to which it is added or supplemented, but omitted from the regular issue for want of space, time, or greater convenience. A better understanding of what the publishers did, until recently, conceive to be their rights under this provision is best told by the exhibits. They will tell also the present practice. The Department does now prohibit the inclusion in newspapers as alleged supplements the following articles:

Calendars, sheet music, patterns, blocks of post cards, series of cut-out animal pictures, animal masks, plastographs, cut-out dolls, soldiers and naval

vessels, circulars, cardboard spectacles, sheets containing disks of soluble paint to be used in coloring outline drawings, etc. Publishers, however, still manage to include some of the articles under the device of calling them "sections" to the main paper instead of supplements.

We have had an illustration of a sheet of music made up as a part of a newspaper. Now we have as a section what was formerly a supplement—a block of post cards (Exhibit 15a). This was formerly ruled out as a supplement. I have some exhibits on this line that will be interesting.

Here are some of the things that were issued as supplements [exhibiting]. I do not know what to call these, Mr. Chairman, but they came as supplements. This one (Exhibit 15b) is practically a circular communication with a post card at the bottom of it to be cut off.

This is a publication called Berean Leaf Cluster (Exhibit 15c). It was issued as a supplement first to this publication (Exhibit 15c-1). When it was found that the tail wagged the dog the publisher changed it around and called that (Exhibit 15c-1) a supplement to this (Exhibit 15c). It is serving a very good purpose. If I were to express my personal inclination, I would rather give second-class rates to a publication of that kind than to some of the others we are required to pass in.

Here is a publication issued in sections. This is volume 23, No. 4, of the "Sunday School Superintendent and Bible Lesson Pictures" (Exhibit 15d). There are any number of those, and sometimes they take that form.

Manifestly a supplement is something which should not be complete in itself, but rather serves to complete something else. Here is a good illustration. This (Exhibit 14b-1) in my right hand is a supplement to that (Exhibit 14b-2) in my left hand. The supplement is larger, and it is one continuous advertisement. It is the Vehicle Dealer, previously referred to. Here is a newspaper and here is its supplement. The title of the paper is the Centralia Daily Sentinel for Saturday, January 16, 1904 (Exhibit 15e). This is issued as a supplement to it, and is called the Illustrated Centralia (Exhibit 15e-1). It is a write up of the town and probably very valuable information concerning the place. It is larger than the paper.

I have here a sample of wall paper (Exhibit 15f) issued as a supplement to the New Era, and here is another illustration of a wall-paper supplement (Exhibit 15f-1).

The CHAIRMAN. What do you mean by wall paper, Mr. Madden?

Mr. MADDEN. They are samples of patterns of wall paper. Some of these, you know, are very creditable things. The whole question is whether a publisher, under any device whatever, is entitled to mail merchandise like these things and printed matter which is not in any sense a part of the paper at second-class rates.

Senator CARTER. Do you feel constrained, under existing laws, to admit that wall paper as a supplement as second-class matter?

Mr. MADDEN. No; not now.

The CHAIRMAN. You rule that out?

Mr. MADDEN. Yes, sir; but the trouble is it is put into a paper and gets through. The first we know of it is that some postmaster finds it at the point of delivery and calls the attention of the Department to the violation of the law. If we make an investigation the publisher says, "I have done that several years. I did not know it was wrong."



Senator CARTER. What penalty attaches to the publication?

Mr. MADDEN. The matter has gone through the mail and we can not attach any penalty.

Senator CARTER. The law is infirm in that respect.

Mr. MADDEN. Yes; we can not attach any penalty because it is our business to examine it at the post-office and demand a regular rate. We can not investigate every paper that comes through the mail. It is physically impossible. The penalty is really on the postmaster. The law makes him liable for the legal rate of postage whether he collects it or whether he does not collect it.

Representative OVERSTREET. When it is folded in a newspaper it probably escapes the notice of the postmaster?

Mr. MADDEN. Yes; postmasters do not have time to look through every paper that comes in, and of course we are not expecting that. Sometimes such things get through and we never know it at all. I have a copy of the Forest City Times, of Forest City, Ark., May 15, 1906 (Exhibit 15g). This paniphlet was issued as a supplement to it, called the Art Supplement to the Forest City Times (Exhibit 15g-1). It is a very creditable thing, perhaps, but the question is whether it is a supplement.

The CHAIRMAN. It is an advertisement, is it not, Mr. Madden?

Mr. MADDEN. It is a write up of Forest City; yes, sir. It is substantially an advertisement, yes.

Senator CARTER. Advertising town lots for sale, probably.

Mr. MADDEN. Here is a calendar (Exhibit 15h) issued in attractive form by the Michigan Volksblatt, of Detroit, Mich. It is a 1903 calendar issued as a supplement. It is to be posted on the wall.

Here is one in a little different form issued by the Owego Times as a supplement (Exhibit 15i). Anybody but a publisher would have to pay 8 cents a pound on this, but the publisher gets it through for a cent a pound.

Senator CARTER. Are they not inserted surreptitiously and in violation of the law?

Mr. MADDEN. We are never able to prove that. They may be, but we never assume it unless we can prove it, and it is a very difficult thing to prove. The publisher says he has been doing it for years, and he undoubtedly has. Our force does not cover the field sufficiently. We have not eyes and ears and arms enough to execute the law.

I have here what I regard as a very excellent illustration of what I stated a while ago, that abuses ruled out get back in another form. This publication is the Financial and Commercial Chronicle, New York (Exhibit 15k). It is the issue of September 6, 1902. It was formerly issued with what they call the Bank Quotations Supplement (Exhibit 15k-1). The Department held that they were independent publications and not supplements and annuals in their character, and the publisher met the situation by a folder like that (Exhibit 15k-2), inclosing section 2 (Exhibit 15k-3) and section 3 (Exhibit 15k-4) of the publication. It is the same thing. It comes back in another form.

Going back for a few moments to the question of what is a newspaper or a periodical, I am reminded that I overlooked some things brought here.

Here is a copy of a publication called the Berean Lesson Pictures, published in New York (Exhibit 6b). It is a quarterly, published in 13 parts. Each part is a card having on one side the technical indicia of a periodical publication, such as title, periodicity of issue, etc., and certain printed matter, and on the reverse side the golden text and illustration thereof in colors. They are for use in Sunday schools. They are for a good purpose. But the question is whether that [exhibiting] is an issue of a newspaper. The peculiarity of them is that they are weekly publications, that at least each separate card represents a week. They are sent out in advance and are for use in the Sunday schools, where they do good work, no doubt, on the particular weeks to which they apply. They are called weekly publications, and would be entitled under the law to the cent-a-pound rate for city delivery, where another publication would be a cent apiece or 2 cents apiece, according to whether it is a newspaper or a periodical, weighing over 2 ounces.

There is a multitude of these things, and it is unnecessary to refer to them specifically in each case.

The following is a provision of that statute:

That publications of the second class, one copy to each actual subscriber residing in the county where the same are printed, in whole or in part, and published, shall go free through the mails, but the same shall not be delivered at letter-carrier offices or distributed by carriers, unless postage is paid thereon at the rate prescribed in section thirteen of this act (the cent-a-pound rate): *Provided*, That the rate of postage on newspapers, excepting weeklies, and periodicals not exceeding two ounces in weight, when the same are deposited in a letter-carrier office for delivery by it carriers, shall be uniform at one cent each, periodicals weighing more than two ounces shall be subject, when delivered by such carriers, to a postage of two cents each, and these rates shall be prepaid by stamps affixed.

This paragraph provides that one copy of each publication admitted to the second class may be carried free of postage to each actual subscriber residing in the county where the same is printed, in whole or in part, and published; but delivery thereof at letter-carrier offices, or distribution by carriers unless postage is prepaid at a cent a pound, is prohibited. It provides also that newspapers addressed for local delivery by carriers, excepting weeklies, shall be paid at the uniform rate of 1 cent apiece, regardless of weight, and for periodicals addressed for local delivery 1 cent each if not over 2 ounces, and 2 cents if over 2 ounces, regardless of how much more than 2 ounces a copy may weigh.

I venture the assertion that under no reasonable construction of what constitutes an *actual* subscriber would it be found, if we should make an investigation to-day, that more than one-half, perhaps not one-third, of all the copies of all the publications now carried free under this provision are lawfully entitled to the privilege. The manifold devices for getting and keeping a name on the subscription list forever could not be enumerated without consuming too much time. The Department is powerless to really enforce this provision, because it has not one-tenth of the force which would be necessary in the course of administration to make the inquiries from day to day in the individual cases.

To get the benefit of this free rate a publication must be printed in whole or in part, and published in the county. Whatever may

have been the intent of this provision, there are many cases where there is only a technical compliance. The greater parts of very many of the newspapers circulated in the mails under this free provision are printed in one central office located in some large city. Copies are sent by express or freight to local points. There some additional matter is printed upon them and they are given a name peculiar to that locality. In effect it is one great publication split up under many different titles and scattered broadcast. By that process it comes into the mails from many alleged publishers free of postage, whereas if mailed by the real publisher from the central office at least 1 cent a pound would be required upon all copies except those circulated in one county. The exhibits will make this plain.

Under this provision weeklies are excepted from the requirements of being paid by stamps affixed on the copies addressed for local delivery by carrier. A semiweekly is published in a certain city. When the copies are addressed for local-carrier delivery they are required to be paid at 1 cent apiece by stamps affixed. The publisher ascertains that if his semiweekly were transformed into two weeklies he would be charged only a cent a pound in money on the local copies regardless of the number in a pound. So one semiweekly develops into two weeklies, and the Government loses its lawful revenue from what is really a semiweekly. The same is true of triweeklies. Out of one three are made for the advantage it is in postage rates. At every turn the Government loses.

Here is a paper that is a semiweekly in fact. It comes out under two titles, the Valley Times (Exhibit 16a) and the Kittanning Times (Exhibit 16b), published at Kittanning, Pa. The issues are dated March 9 and March 13.

Representative OVERSTREET. That is from one publisher, is it?

Mr. MADDEN. One publisher. It is just a question of the rate. It is a cent apiece if it comes out as a semiweekly, and it is a cent a pound if it comes out as a weekly. So two weeklies are cheaper than one semiweekly.

Another case is that of the Ottawa Weekly Journal, published at Ottawa, Kans. The issue is January 12, 1905 (Exhibit 16c), and the same paper comes out January 15 under the title of Ottawa Independent. (Exhibit 16d.)

The CHAIRMAN. Are these cases you are submitting to us those on which you have ruled and excluded from the privilege of second-class mail matter?

Mr. MADDEN. No, sir; we are not attempting to give you the rulings on individual cases. I am endeavoring to show that this law is unworkable; that publications get in somehow and get the benefit of the cheap rates for matter that is not entitled to that favor.

One other question along this line is that of the legal rate. The law provides for newspapers and periodicals, and it says that one rate shall be charged for a newspaper and a different rate for a periodical when addressed for local delivery. Weekly newspapers have the cent-a-pound rate for local delivery, and it becomes necessary frequently to determine whether a publication like the Saturday Evening Post (Exhibit 16e) is a newspaper or a periodical. What is the rate if it did not have a cent-a-pound rate—if it were anything but a weekly? It is one rate if a newspaper; another if a periodical.

There is no rule. We have to decide, and, whatever the decision, some one is offended. I would be glad to have the light of anybody's view upon the subject of whether that is a newspaper or a periodical [referring to the Saturday Evening Post]. (Exhibit 16e.)

The same is true of the Literary Digest, published in New York (Exhibit 16f). I have a copy here dated September 22. The question is whether it is a newspaper or periodical.

This statute contains the following provision:

Mailable matter of the second class shall contain no writing, print, or sign thereon or therein in addition to the original print, except as herein provided, to wit: The name and address of the person to whom the matter shall be sent; index figures of subscription book either printed or written; the printed title of the publication and the place of its publication; the printed or written name and address without addition of advertisement of the publisher or sender, or both, and written or printed words or figures, or both, indicating the date on which the subscription to such matter will end; the correction of any typographical error; a mark, except by written or printed words, to designate a word or passage to which it is desired to call attention; the words "sample copy" when the matter is sent as such; the words "marked copy" when the matter contains a marked item or article. And publishers or news agents may inclose in their publications bills, receipts, and orders for subscriptions thereto, but the same shall be in such form as to convey no other information than the name, place of publication, subscription price of the publication to which they refer, and the subscription due thereon.

We have much difficulty in determining what is the original print. A newspaper or periodical is prohibited from containing any writing, print, or sign whatever thereon or therein in addition to the original print, except such as the name and address of the sender and the name and address of the addressee. That paragraph also provides that the publisher may inclose subscription-order blanks, bills, and receipts. How this provision of the law is practically nullified by present practices, and how newspapers and periodicals are made the vehicle for transmitting third and sometimes fourth class matter to the detriment of the Government revenues from matter of those two classes will be made plain by the exhibits.

I have already shown you the wall paper. The wall paper by itself in the mails is 16 cents a pound. Inclosed as a supplement to a newspaper it goes at a cent a pound.

Here is a copy of the Riley Regent, published at Riley, Kans. (Exhibit 17a). It is dated August 4, 1905. Upon it is pasted, in connection with an advertisement, a little piece of gingham. You can tear it off and feel it and see the quality of it. Any person but the publisher sending that through would have to pay 16 cents a pound. Is that part of the original print?

We have a copy of the Dyers' Bulletin, Philadelphia, May 28, 1904 (Exhibit 17b). There are samples of wool and dyers' colors in it that are for the information of the trade. This matter in any other way would be 16 cents a pound.

I have the Boot and Shoe Recorder, Boston, October 18, 1905 (Exhibit 17c). We found that the publisher asked whether he could bind in three blotters—advertising blotters—of Elliott, Johnson & Co., to be torn out and used like other blotters. Having asked in advance, he was of course told "No" (blotters are 16 cents a pound), but had he sent them through at a cent a pound we probably would not have found it out, because we have not, as I said, eyes and ears enough to go around.

Here is a publication called the Confectioners' Review, published in Cincinnati, Ohio (Exhibit 17d). There is an advertisement, a sheet of waxed paper. It is also a sample of the paper. By purporting to be an advertisement it goes through at a cent a pound. By itself it would be 16 cents a pound. Is it part of the original print? Is it entitled to go at magazine rates? On this same line we have many interesting exhibits. Here is a copy of the Inland Printer, published at Chicago, December, 1901 (Exhibit 17e). This is probably one of the highest-class publications in that line, and this particular abuse, if it is an abuse, is more prevalent with publications devoted to the printing trade than to any others.

Here is an advertisement of the Niagara paper mills at Lockport, N. Y. (Exhibit 17e, facing page 337). It is a page of this publication, and it is on the kind of paper advertised. The person receiving it is able to feel it, note its finish, test its strength, and otherwise inspect it with a view to buying. It is a sample, and it is 16 cents a pound going in the mails in any other way than in a periodical. That abuse has been corrected.

Mr. KRACKOWIZER. Is it not being done?

Mr. MADDEN. Not that we know of.

Mr. KRACKOWIZER. The Art Printer, in Cambridge, Mass., does it every month, and does it with a device suggested by the Post-Office Department, by putting in a piece of tissue paper upon which he prints the thing is not an ad, but is paper just the same.

Mr. MADDEN. I might state, in answer to that, that the publisher of that publication was told that we would be obliged to rule out any advertisement which was on the paper advertised. We would hold it to be a sample of the paper. He states, if I am correctly informed, that the paper advertised is not any longer used to print the advertisement.

Mr. KRACKOWIZER. It is so worded that the quibble is quite apparent to everybody who reads it.

Mr. MADDEN. I do not know whether you heard me before, sir, but I paid deference to the ingenuity of the publishers.

Mr. KRACKOWIZER. In other words, all the rulings do not do any good.

Representative OVERSTREET. It emphasizes the necessity of a statute.

Mr. MADDEN. Yes, sir.

The CHAIRMAN. There is no doubt that it has been impossible to enforce the law consistently, and that is causing friction and misinterpretation.

Mr. MADDEN. It has been possible so far to enforce it only in part.

I have here Keith's Magazine, of Minneapolis, Minn., August, 1906 (Exhibit 17f), and a page of it is devoted to the kalsomine tints. They can be taken off, as you see. They have the various colors of kalsomine for use in house decoration, etc. In any other way than in a periodical this would be 16 cents a pound.

I have here a copy of the Seattle Sunday Times, of Seattle, Wash., dated February 25, 1906 (Exhibit 15l). It consists of 160 pages in 15 parts. The publisher I suppose on this occasion mailed sample copies. The questions in this case are so numerous that it is hard to get them before you. One question is whether that alleged issue was entitled to the second-class rate at all. That is not what we admitted to be second class. If you will compare it with the issue that

is on file with the Department, you will find probably that 14 or 16 pages is what was admitted and that it was a genuine newspaper then (115 pages). Now, what is it? Certainly there is not news to that amount in Seattle when in 14 to 16 pages the news of the world is printed elsewhere. It a question whether all this stuff is part of the original print. Again it is a question whether it is a legitimate part of the newspaper.

I have here the Seattle Sunday Times. This [indicating] is the Seattle section (Exhibit 15l-1). It is nothing but pictures of Seattle. This one [indicating] is Seattle big buildings (Exhibit 15l-2). Here is the home section (Exhibit 15l-3); it is largely pictures. This [indicating] is the part which is an actual newspaper (Exhibit 15l-4). The rest of it I leave to you gentlemen to guess whether it is all part of the Seattle Times or not. I will not undertake to settle that to-day.

We have some legal advice in what can be included in a newspaper as a part of it, and whether or not form is to be observed. This particular part of the Seattle Times folded up that way has that shape [indicating], but being folded in and made a page that way it gets around the question as to whether there is any objection as to form. There is any amount of this stuff, but I will not take your time to go over it. It is all of the same varying character, and it is a question whether anything but that newspaper [exhibiting the newspaper part] is really entitled to the second-class rate—whether all the rest of the prints tacked on to it is entitled to go at those rates. Is there no limit to what a publisher can tack on to his newspaper?

Here is another phase of this question. Here is a sheet of figures (Exhibit 15m-1), some funny matter, and some advertisements. It is printed at a central office and distributed around the country free to publishers who will inclose it with their newspapers. We find this particular thing in the case of the Daily Argus and Leader of Sioux Falls, S. Dak. (Exhibit 15m-1); Central Kansas News-Democrat, Lyons, Kans. (Exhibit 15m-2); Semi-Weekly Progress (Exhibit 15m-3)—I do not know the location of this one—the Brookings Register (Exhibit 15m-4)—location not stated; Shawano County Advocate, Shawano, Wis. (Exhibit 15m-5); Pilot Grove Enterprise, Pilot Grove, Mo. (Exhibit 15m-6); The Newton Enterprise (Exhibit 15m-7)—location not given; The Haddam City Clipper, Haddam, Kans. (Exhibit 15m-8); The Beresford Republic, Beresford, S. Dak. (Exhibit 15m-9).

The CHAIRMAN. Where is this printed?

Mr. MADDEN. I think in New York.

Representative OVERSTREET. They are all printed in one place?

Mr. MADDEN. It is the same thing in all. It is printed and distributed around the country free to all publishers who will mail it as parts of their newspapers.

Representative OVERSTREET. The same identical thing is circulated in all these various papers?

Mr. MADDEN. Yes; in all these different papers. In one case it appeared as a "part" (Exhibit 15m-10) of the paper, and in another as a supplement (Exhibit 15m-11).

Here is a print, four pages, furnished by the American Mutual Newspaper Union, New York City (Exhibit 15n-1). I am reliably informed that this is furnished free to all the publishers in the country who will mail it in their newspapers as a "part" or "section."

Especially is it circulated in newspapers that pay no postage in the counties. Here are six others (Exhibits 15n-2 to 15n-7, inclusive) furnished by the same company to other publishers.

Representative OVERSTREET. It contains advertising matter?

Mr. MADDEN. It is simply an advertising scheme. They just put enough so-called literary matter to cloak advertising character and it goes to the publisher free who will include it. To get circulation for advertising matter free of postage appears to be the scheme.

Mr. KRACKOWIZER. Is that not like the session law supplement? Are they not printed and distributed in the same way?

Mr. MADDEN. I think they are. I have here a single speech (Exhibit 15-o). I do not know what subject it was on, but it appeared in eleven papers, in some as sections, in some as pages of the paper, and in some as supplements—the same identical thing, wherever found, furnished free.

Representative OVERSTREET. Was there advertising matter connected with that?

Mr. MADDEN. It was the speech of the candidate for the governorship of Texas. There was no advertising in it, unless that was advertising him.

Mr. GLASGOW. Was that circulated outside of Texas?

Mr. MADDEN. I imagine not. It would be of no value outside of Texas, because it is political.

Mr. GLASGOW. Is there objection to that?

Mr. MADDEN. The only objection to that is whether that is a part of the original print, because the law prohibits anything not of the original print—that's the question.

Representative OVERSTREET. These illustrations of yours, I understand, are to demonstrate how difficult it is to operate under the law. You are not fighting any particular thing that may be started?

Mr. MADDEN. Not at all.

Mr. GLASGOW. I did not understand the application of that, and that is the reason I asked the question.

Representative OVERSTREET. I understood it very clearly.

Mr. MADDEN. I just read the section which prohibits any additions to the original print.

Mr. GLASGOW. I may have been very dull, but I wanted to get at it.

Mr. MADDEN. We are sometimes confronted with the problem of determining what is a part of a paper. This is a copy of the Philadelphia Press dated February 25, 1906 (Exhibit 15p.). At Philadelphia everybody knows that it is all a part of the Philadelphia Press, and similar to other newspapers, but we find on inspection that it contains five different titles. It is "The Philadelphia Press" (Exhibit 15p-1), "The Sunday Press" (Exhibit 15p-2), "The Philadelphia Sunday Press" (Exhibit 15p-3), "The Sunday Philadelphia Press" (Exhibit 15p-4), and "The Sunday Magazine of the Philadelphia Press" (Exhibit 15p-5); and the postmaster out in Kansas who gets the copy says, "I do not know whether there is one paper or a half a dozen." That is the problem. The law is difficult of administration, because it is too technical.

Mr. VICTOR. Is not the Press edited and partially owned by Ex-Postmaster-General Smith?

Mr. MADDEN. I believe so. I do not suppose he knows anything about that, however. It is a mere office detail.

Let us take the same publication, the Philadelphia Press, for another illustration. This is "The Sunday Magazine of the Philadelphia Press;" it is designated a part. The question is whether it is a part or whether it is an independent publication. If it is an independent publication it is not entitled to be mailed as part of the Philadelphia Press. Another thing, only the publisher thereof is entitled to mail it. The question is whether the publisher of the Philadelphia Press is the publisher of this magazine. It is also a question whether it is a part of the original print; and if a part, it is a question whether it is even then a part of the Philadelphia Press, on account of the variation of title.

Mr. COLLINS. I would like to inquire on what ground it has been allowed to go in the mail?

Mr. MADDEN. Indefiniteness of the law and the general impossibility of reaching all the questions at one time.

Mr. KRACKOWIZER. Suppose you let it entirely alone, would not the matter in the course of time settle itself along the lines of least resistance and competition?

Mr. MADDEN. I deem it to be the duty of a public officer to execute the law as he finds it.

Mr. KRACKOWIZER. But you say you can not do it.

Mr. MADDEN. We do it the best we can.

Mr. KRACKOWIZER. You are trying to get it changed.

Mr. MADDEN. So that we can administer it.

The following paragraph is also a part of the statute of 1879:

Sec. 448. All publications of the second class, except as provided in section 25 of said act (of March 3, 1879, ch. 180, 1 Supp., 249), when sent by the publisher thereof, and from the office of publication, including sample copies, or when sent from a news agency to actual subscribers thereto, or to other news agents, shall \* \* \* be entitled to transmission through the mails at 1 cent a pound or fraction thereof, such postage to be prepaid as now provided by law.

Under this paragraph nobody but the publisher or a news agent can mail copies at those rates. The exhibits will make clear to you what a problem it is to determine in many cases whether a publication is really being mailed "by the publisher thereof."

Taking for illustration again "The Sunday Magazine of the Philadelphia Press" (Exhibit 15p-5). We know that is printed in York at a central house. We know that to place an advertisement in it you must correspond with that house. It is furnished to eight or ten different newspapers and sent out as a part of them. The question in each case is whether it is, as a matter of fact, a part of the original print—whether it is being mailed by the real publisher thereof in every case—and it is a question whether it is not an independent publication overcoming the requirements of the law as to a list of subscribers for itself and the others, such as being issued from the true known office of publication. According to the advertisement this publication circulates to the extent of a million and a quarter copies. It is not very different from some of those independent publications that have been shown.

Here is one very interesting problem concerning the question of whether a publication is being offered for mailing by the "publisher thereof" as required by law. We found not very long ago quite a number of similar publications applying for entry. By the time



we got about 33 of them it was found that they were all the same, except the titles and one or two pages.

Investigation disclosed that a publishing house had started in St. Louis, known as the Brooks Publishing Company. They issued one general magazine. The scheme was to go through the country and place in every county a portion of the copies to go through the mails free of postage from the local publisher at that point, who, as a matter of fact, was nothing more or less than an agent of the real publisher in St. Louis. The publishing house at St. Louis took from the local publisher from 1 to 16 pages, I believe, of local matter, printed it, and bound it in under a separate title for each local. As an illustration, we have here Page's Magazine, for August, 1904 (Exhibit 18a); The Sunnyside Magazine, for August, 1904 (Exhibit 18b); The Mondamon Magazine, for August, 1904 (Exhibit 18c). They are identical as to contents, except the variations I mention. That [exhibiting] is the way one of them looks. By the device of getting into the mails from a number of publishers rather than one, free postage would have been secured if we had not checked it for what was essentially one publication, issued in St. Louis. The only grounds upon which we could reach it was to hold that the publisher at the local point was not the real "publisher thereof;" that the true publisher was in St. Louis; that we would not deny entry in St. Louis, but coming from 100, 200, or 300 publishers, the same publication, they were not the real publishers. The second-class rates can be given only to the publisher. The matter was adjusted finally by the agreement that in no case would the local publisher apply for the free rate of postage within the county. They were then admitted.

Mr. KRACKOWIZER. Do you make the same rulings on the patent insides of the newspapers, so-called, this being a patent inside magazine?

Mr. MADDEN. It is substantially the same question; yes, sir. But the volume is not as great in the case of patent inside, as a rule, as it is in these cases.

Mr. KRACKOWIZER. It is the same principle?

Mr. MADDEN. The same principle.

Mr. KRACKOWIZER. You rule both ways?

Mr. MADDEN. Yes; that is one of the faults of the law—it can not be uniformly enforced.

For a long time there has been in existence an institution known as The Western Newspaper Union. It is located at Chicago and New York. It has a list of publications running into hundreds. This map (Exhibit 18d) shows their locations. It is the advertisement of them. The question is whether the New York house or the Chicago house is the real publisher, or whether the man at each local point is the publisher. He prints something on it. If you desire to place an advertisement in one of the publications you must, as a general thing, deal with The Western Newspaper Union.

The question is, Who is the publisher in all these cases? The statute of 1879 provides only for newspapers and periodicals and prohibits even these when primarily designed for advertising purposes. We have here a great many exhibits of what is known as the mail-order

type of publication. The exhibits are endless. The question in each is not only whether it is a newspaper or periodical, but whether it is primarily designed for advertising purposes or for free circulation, or circulation at nominal rates. If so, it should be excluded. I have a copy of the *Ladies' Magazine*, published in Portland, Me., the April, 1906, number (Exhibit 19). It is about the average, I should say, of all of them. We find some fiction, and a lot of advertising, some scissors and paste-pot stuff. It is what is known as the mail-order publication. When they get a little more advertising, they add a little more of the fiction or some more scissored stuff.

I hardly know how to present these now. We will come to this question again later. There are so many such publications that it is hard to present them in order. They are sold at varying prices from 25 cents down to 5 cents a year. If my recollection is correct, they are mostly 10 cents. This one is 25 cents a year, and I think you will find the publisher combines it with something else and, in effect, gives it away.

The CHAIRMAN. Is it a weekly or a monthly publication?

Mr. MADDEN. Monthly. They are usually monthlies.

Senator CARTER. You had better proceed. The illustrations have been quite sufficient, I think, on that point.

Mr. MADDEN. They can be taken up at any time. They are difficult of analysis, and we have not had time to measure and analyze them as we have others.

We now come to the acts of 1894 and 1900. They are as follows:

All periodical publications issued from a known place of publication at stated intervals and as frequently as four times a year, by or under the auspices of a benevolent or fraternal society or order organized under the lodge system and having a bona fide membership of not less than one thousand persons, or by a regularly incorporated institution of learning, or by or under the auspices of a trades union, and all publications of strictly professional, literary, historical, or scientific societies, including the bulletins issued by State boards of health, shall be admitted to the mails as second-class matter and the postage thereon shall be the same as on other second-class matter and no more: *Provided further*, That such matter shall be originated and published to further the objects and purposes of such society, order, trades union, or institution of learning and shall be formed of printed paper sheets without board, cloth, leather, or other substantial binding, such as distinguish printed books for preservation from periodical publications.

All periodical publications issued from a known place of publication at stated intervals as frequently as four times a year by State departments of agriculture shall be admitted to the mails as second-class mail matter: *Provided*, That such matter shall be published only for the purpose of furthering the objects of such departments: *And provided further*, That such publications shall not contain any advertising matter of any kind.

These acts, unlike that of 1879, take into account not only the publication, but who publishes it. They provide only for periodical publications. Newspapers are not included. They require that the publication shall be issued from a known office of publication at stated intervals as frequently as four times a year, and what was said regarding like requirements in the act of 1879 and the difficulties attending a correct enforcement of them applies equally to these acts. These acts do not define a periodical, but in so much as they follow long after the passage of the other act it is more than probably true that the periodicals intended to be covered are similar to those provided for in the previous act, with the exception that under the act of 1894 they

must be published to further the objects and purposes of the publisher.

The act of 1894 grants the privilege to benevolent and fraternal societies or orders organized under the lodge system and having a bona fide membership of not less than 1,000 persons, to regularly incorporated institutions of learning, to trades unions, to strictly professional, literary, historical, and scientific societies, and to bulletins issued by State boards of health; and whether the publisher of a periodical offered for entry is one of these must be determined in each case. One of the four chief abuses referred to as having been corrected was under the provisions of this law.

One of the questions which must yet be determined is whether it was intended that only one periodical publication issued by the central body of a benevolent or fraternal society should be admitted to the privilege, or whether, in addition to that, each local branch of each organization may have its local periodical. Since the publication must be a periodical, another question which must be determined is whether an annual catalogue, an annual report, or any distinctly annual or semiannual publication is to be carried at the second-class rates merely because it is labeled with the title and is clothed with the dress of one of the numbers of a periodical issued by one of the institutions provided for in this act.

We have great difficulty in determining what is a benevolent or fraternal society; what is a professional society; what is a historical or scientific society, for every man and every organization wants to get the second-class rates. The Department is not equipped with specialists in these lines, but we must come to that. Since the law requires the determining of such questions in order to fix the postage rates, the business must be done. The courts have given us light on what constitutes an incorporated institution of learning, and it is an entirely different thing from what it was conceived to be in the first administration of that act.

The act of 1900 provides for periodical publications of the State departments of agriculture, and, like the act of 1894, the privilege depends upon who the publisher is as well as upon the thing to be mailed. Under this statute comparatively few publications have been entered at the second class. It is easy of enforcement because of the provision that they shall contain no advertisements of any kind.

I hope the foregoing has given light—much light—as to what problems there are and what kind of questions arise from day to day under the administration of this complicated patchwork of laws and of the difficulties attending a solution of them.

It was necessary to consider these laws and their abuses in detail, and the administrative reform of some of the abuses, in order to give a correct understanding of the whole subject. The exhibits are relied upon for a physical demonstration of the situation and the conditions.

There is scarcely a provision or a requirement of the acts of 1879 or 1894 which is or which can really be enforced uniformly in all cases throughout the postal service. The expedients and subtle deceptions employed to circumvent the requirements for second-class matter, in order to secure the advantage of the rates prescribed for that class for matter of the third class, are impossible of effective control by the Department as at present equipped. With a sufficient force

of special agents in the field to check and chase down abuses promptly before they have made headway and a sufficient force in the Department to dispatch the business there, the proportion of matter carried wrongfully at the second-class rates would soon be materially lessened. The effect would be an increase in the volume of matter paying the third-class rate, and there would be no deficit.

We have undertaken only one investigation into the publishing business such as these laws actually require. A statement concerning the case will give some idea of what a real enforcement of them means. Two publications by the same publisher were involved. In due course it became necessary to determine beyond any question whether the lists of subscribers were, as a matter of fact, legitimate, and the number in each. It was claimed that there were approximately 800,000 for one and 300,000 for the other. Five trained men were sent from the Department. They required the assistance of 65 others. These 70 persons consumed three months and a half, working eight and sometimes ten and twelve hours a day, in the publication office reviewing the publisher's books and other records before they had ascertained the facts.

The Third Assistant Postmaster-General is charged with the duty of determining the issue. His action depends not only upon the report on the subscription lists, but upon other circumstances. It will be necessary for him to review personally the report of this committee and all other papers in the case. They comprise, to be exact, in addition to the report, 522 separate communications covering 781 typewritten pages, the majority close spaced. There is also a volume of other documents relating to the case to be considered before a decision can be made. It is roughly estimated that a review of all these papers alone will require ten or fifteen days of that officer's time, during which he will be able to transact but little other business.

The entire force in the Department engaged upon the work of classifying all the mails (it is of course understood that there are many questions asked, many decisions to be made, and much correspondence concerning the other three classes of mail matter) numbers forty-five persons. There emanates from the division of classification rulings, decisions, instructions, and correspondence incidental thereto, from two to three hundred communications every working day. About one-half of the persons engaged on classification work devote their entire time to questions regarding the second class of mail matter. The occupation of the five trained men on the two cases mentioned, therefore, depleted the force by about one-fourth. From this it will be plain that we could not handle in the course of a year many such cases, yet that is exactly the kind of an investigation and scrutiny the law contemplates and which must be undertaken in thousands of cases if the present laws are really to be enforced.

The following table gives an estimate of the proportions of the different classes of mail matter and the percentage of revenue derived from each. It is based upon the weighing and count of 1890 and the weighing of 1900, the conclusions reached being the result of a comparison with the postage revenue by means of proportion and percentage.

*Statement of the actual and estimated weights of the different classes of matter, except Government free, mailed in the fiscal year ended June 30, 1905, with the revenue derived from same, and the percentage of weight and revenue of each class, compared with the total.*

Classification.	Weight.	Weights combined.	Per cent of weight.	Per cent of combined weights.	Revenue.	Revenues combined.	Per cent of revenue.	Per cent of combined revenue.
Postal cards.....	4,582,312	126,478,666	0.47	12.85	\$7,422,009.00	\$113,961,712.48	5.06	77.71
First class, except postal cards.....	121,896,354		12.38		106,589,703.48		72.65	
Second class at pound rates.....	618,664,754		62.82		6,186,647.54		4.22	
County, free.....	44,442,374		4.51					
Second class, stamps affixed (mailed by publishers and news agents).....	3,390,596	666,497,724	.35	67.68	348,552.01	6,585,199.55	.24	4.46
Second class, transient.....	31,042,399		3.15		2,356,635.66		1.61	
Third class.....	115,543,781		11.73		17,119,867.36		11.67	
Seeds, bulbs, etc.....	6,435,691		.65		596,911.88		.41	
Fourth class.....	30,437,285	36,872,976	3.09	3.74	5,196,738.14	5,798,760.02	3.54	3.95
Foreign, except first class.....	8,348,635		.85		887,151.00		.60	
Total.....	984,784,181		100.00		146,664,216.07		100.00	

The following table shows what the difference in revenue would have been if the third-class rate had been collected on one-third, one-half, and three-fourths of all the matter carried at a cent a pound and free:

*Statement showing the loss in postage sustained by the Government in handling second-class matter during the fiscal year ended June 30, 1905, assuming, first, that one-third of such matter, second, that one-half of such matter, and third, that three-fourths of such matter should have been charged at the third-class rate.*

[NOTE.—The rate for third-class matter is "one cent for each two ounces or fractional part thereof," but for the purpose of this table it is calculated in even pounds at 8 cents per pound.]

	One-third.	One-half.	Three-fourths.
<i>Pounds.</i>			
One-third of 44,442,374 pounds of matter carried free.....			
One-half of 44,442,374 pounds of matter carried free.....			
Three-fourths of 44,442,374 pounds of matter carried free.....			
One-third of 618,664,754 pounds of matter at pound rate.....			
One-half of 618,664,754 pounds of matter at pound rate.....			
Three-fourths of 618,664,754 pounds of matter at pound rate.....			
Loss in postage on matter mailed free.....	\$1,185,130.00	\$1,777,694.96	\$2,666,542.40
Loss in postage on matter mailed at the pound rate.....	14,435,510.95	21,653,266.39	32,379,899.50
Total loss.....	15,620,640.95	23,430,961.35	35,046,441.90

An ordinary pound of third-class matter, made up of miscellaneous mailings, contains a number of pieces which yield an average total of 14 cents postage. The average revenue from a pound of third-class matter is therefore estimated to be 14 cents, although on an even

pound to one address the postage is only 8 cents. The difference in revenue in favor of the Government is due to the average number of separate pieces contained in a pound. The following table shows the estimated loss of revenue on that basis of calculation:

*Statement showing the loss in postage sustained by the Government in handling third-class matter in the mails during the fiscal year ended June 30, 1905, at the pound and free rate of postage, assuming, first, that one-third of matter carried at those rates, second, that one-half of matter carried at those rates, and third, that three-fourths of matter carried at those rates should have yielded the average third-class revenue, which is estimated to be 14 cents a pound.*

	One-third.	One-half.	Three-fourths.
<i>Pounds.</i>			
One-third of 44,442,374 pounds of matter carried free.....	14,814,125		
One-half of 44,442,374 pounds of matter carried free.....	22,221,187		
Three-fourths of 44,442,374 pounds of matter carried free.....	33,331,780		
One-third of 618,664,754 pounds of matter at pound rate.....	206,221,585		
One-half of 618,664,754 pounds of matter at pound rate.....	309,332,377		
Three-fourths of 618,664,754 pounds of matter at pound rate.....	463,998,565		
Loss in postage on matter mailed free.....	\$2,073,977.50	\$3,110,966.18	\$4,666,449.20
Loss in postage on matter mailed at pound rate.....	26,808,806.05	40,213,209.01	60,319,813.45
<b>Total loss.....</b>	<b>28,882,783.55</b>	<b>43,324,175.19</b>	<b>64,986,262.65</b>

It is sometimes alleged that if a portion of the matter now carried at a cent a pound and free were excluded from the second-class privilege it would not then be carried at all, the third-class rate being prohibitive. The following table shows what the saving to the Government would be if one-third, one-half, and three-fourths were not carried at all, the cost of handling a pound of mail being estimated at 7 cents:

*Statement showing the saving to the Government from a lessening of the quantity of second-class matter handled during the fiscal year ended June 30, 1905, estimating the cost of handling at 7 cents per pound, assuming, first, that one-third of such matter; second, that one-half of such matter, and, third, that three-fourths of such matter would not but for the second-class privilege come into the mails at all.*

	One-third.	One-half.	Three-fourths.
<i>Pounds.</i>			
One-third of 44,442,374 pounds of matter carried free.....	14,814,125		
One-half of 44,442,374 pounds of matter carried free.....	22,221,187		
Three-fourths of 44,442,374 pounds of matter carried free.....	33,331,780		
One-third of 618,664,754 pounds of matter at pound rate.....	206,221,585		
One-half of 618,664,754 pounds of matter at pound rate.....	309,332,377		
Three-fourths of 618,664,754 pounds of matter at pound rate.....	463,998,565		
Loss in handling matter mailed free.....	\$1,036,988.75	\$1,555,483.09	\$2,333,224.60
Loss in handling matter mailed at the pound rate.....	12,373,296.10	18,569,942.62	27,839,913.90
<b>Total loss.....</b>	<b>13,410,283.85</b>	<b>20,115,425.71</b>	<b>30,173,138.50</b>

The following table shows the average revenue per pound from each of the separate classes of mail matter and their subdivisions.

*Statement showing the estimated amount of revenue per pound derived from the various kinds of mail matter during the fiscal year ended June 30, 1905.*

	Cents.
Postal cards .....	161.97
First class, except postal cards .....	87.4
All first class, including postal cards .....	90.1
Second class at pound rate .....	1.0
Second class free .....	00.0
Second class at pound rate .....	.93
Second class free .....	
Second class mailed by publishers and news agents with stamps affixed .....	10.3
Second class at pound rate .....	.98
Second class free .....	
Second class mailed by publishers and news agents with stamps affixed .....	
Second class, transient .....	7.6
All second class .....	1.3
Third class .....	14.8
Fourth class, seeds, etc. ....	9.3
Fourth class, ordinary .....	17.1
All fourth class .....	15.7
Foreign, except first class .....	10.6

For the maintenance of the postal service for the fiscal year ended June 30, 1905 (the figures for the year 1906 are not yet available), \$167,181,959.79 was paid. During the same year the revenue from all sources was \$152,826,585.10. Of this latter amount second-class matter paid only \$6,186,647.54, or about one twenty-fourth. To put it differently, out of every dollar collected the second class paid only 4 cents, while in bulk it is upward of 67 per cent of all the mail matter carried for the public.

#### CONCLUSION.

In closing, permit me to say that to a great extent, contrary to the intent and purpose of the law, the average publishing house is substantially a distributing agency for advertising matter, so wonderful has been the advancement in the science of advertising. To advertise is neither illegal nor immoral. Advertising is said to be the basis of the great commercial prosperity of the country. No point is made against advertising. What is contended is that, as the situation has developed, this special privilege, designed for the benefit of the people through the distribution of general news and beneficial information among them, has become in its essence the very thing specially prohibited by the law itself. It is safely within the truth to state that one-half or three-fourths of all the newspapers and periodicals now published fairly fall within the prohibition of the statute against those "designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates." Many thousands of publications for one reason or another not within the intent and spirit of the law enjoy the privilege wrongfully.

The granting of the second-class privilege amounts to a grant of public money. It is the same thing. It is a rule of law that in all cases of making a grant of public money the benefit of any doubt is to be given the Government. The Post-Office Department has always given, and is now giving, the benefit of the doubt to the publisher.

The paramount need of the postal establishment is the modernizing of the laws in relation to the second class of mail matter. The tests of classification should be simplified. The postal service should be open to all upon equal terms. There should be no special privilege. The use of the mails should be a right and not a privilege. The rates of postage should be based upon the nature of the physical thing itself, irrespective of collateral matters. If a special privilege for newspapers and periodicals is to be maintained, then the laws should define and fix the limits of the privilege in no uncertain terms.

While the present laws may have met the situation at the period when they were enacted, and for sometime after, they are to-day substantially nullified. If they are to remain there should be a uniform enforcement of them to the limit of administrative authority. That would require an additional force of 500 or 600 men, most of whom should travel about the country constantly, visit every publishing house, inquire into the details of every publisher's business, ascertain and report whether each publication complies with all the requirements at each mailing, whether or not lists of subscribers are legitimate, and see to it that if publications contain matter not a legal part thereof nor entitled to second-class rates the lawful rate is charged and paid. Of course, such an administration would harass, annoy, and humiliate publishers, but that fact should not be allowed to weigh against the interests of the Government.

If the present laws are to remain, provision should be made for their administration at the Department by a permanent commission of three or five persons, from which there should be no appeal save to the courts. That would make for stability and uniformity of the service, and the publishers would then be free from the distress and disturbing effect of frequent changes of the executive.

The following exhibits (19 to 114), in addition to those specifically referred to by Mr. Madden in his remarks, were submitted as illustrative of the questions arising upon the existing statutes. For convenience of reference, they are arranged under the statutory provisions to which they relate.

# I. "NEWSPAPERS AND OTHER PERIODICAL PUBLICATIONS."—(Exhibits 19 to 46 inclusive.)

## EXHIBIT 19.

19a. "Family Library" (weekly edition, October 29, 1904).

19b. "Family Library" (monthly part, December, 1904).

19c. "Family Library" (quarterly volume, October, 1904).

19d. "Family Journal" (monthly, June, 1905).

*Description.*—Four different publications. The weekly edition (19a) contains a complete novel, which comprises the major portion of the text; the monthly part (19b) is an accumulation of the four preceding weekly issues, accomplished by merely stapling the copies together and putting a cover around the whole; the quarterly volume (19c) is made by taking the previous three "monthly" parts, stapling them together, and putting a cover around the whole. These publications were not regarded as "periodical publications." The publishers then changed the publication in title, as shown by the June, 1905, issue of the Family Journal (19d). The matter in the Family Journal is the same matter that formerly appeared in the Family Library, monthly part, with the indicia of the several independent publications eliminated from certain of the page headings.



## EXHIBIT 20.

20a. *Old Broad Brim Weekly*, On the Stage.

20b. *Old Broad Brim Weekly*, The Crimson Knot.

20c. *Old Broad Brim Weekly*, On a Perilous Quest.

*Description*.—Each issue of this publication is a complete story.

EXHIBIT 21.—*Ten Story Book* (October, 1906).

*Description*.—Consists, as its title indicates, of ten short stories. Periodicity does not appear to be an element of its character, and it would seem to "regularly be issued at stated intervals" for the purpose of obtaining the rates applicable to "periodicals" for publications largely, if not primarily, having the character of a book.

EXHIBIT 22.—*The Nautical Magazine* (January, 1905).

*Description*.—The publisher's announcement is as follows: "A monthly periodical, devoted in part to the study of lake and coast navigation by self-instruction, and every interest connected or associated therewith." The publication contains a very considerable number of "lessons" for use of students of the subject of navigation, etc.—a "book" rather than a "periodical" characteristic.

EXHIBIT 23.—*Student's Series of Four Penny Classics*.

23a. October, 1905.

23b. September 1, 1905.

23c. September 15, 1905.

*Description*.—This publication consists very largely of reprints of well-known poems and other literary matter, and appears to be intended for use as a school text-book.

EXHIBIT 24.—*Studies in Socialism*.

24a. July, 1904.

24b. October, 1904.

24c. January, 1905.

24d. April, 1905.

*Description*.—Each of these copies contains practically nothing but a treatise or essay on a single subject.

EXHIBIT 25.—*Publishers' Weekly*.

25a. April 2, 1904.

25b. January 30, 1904.

25c. November 28, 1903.

*Description*.—The April 2, 1904, issue (25a) shows the publication as it is usually published; the January 30, 1904, issue (25b) shows it in the form of an annual accumulation (a catalogue or directory of the literary productivity of the previous year), and the November 28, 1903, issue (25c) consists mainly of "write ups" of books advertised in the publication. (See the marked pages of 25c.)

EXHIBIT 26.—*Library Index to Periodicals and Current Events*.

26a. January, 1905.

26b. February, 1905.

26c. March, 1905.

26d. January, 1906.

26e. February, 1906.

26f. March, 1906.

*Description*.—The title of the publication properly denotes its character. See "accumulated" number (26f). This number consists of a reprint of matter which appeared in the two previous issues (26d and 26e), with such new matter as was necessary to bring it up to date.

EXHIBIT 27.—*The Monthly Cumulative Book Index.*

27a. April, 1903.

27b. June, 1903.

27c. July, 1903.

27d. August, 1903.

*Description.*—This publication, as the title denotes, is a book index. See the "Annual Accumulation" (27d), a reprint of matter which has appeared in previous issues of the year.

EXHIBIT 28.—*Reports of the National Banks of the Principal Banking Centers of the United States (March 28, 1904).*

*Description.*—This publication is a compilation of the reports of the national banks of the principal banking centers of the United States to the Comptroller of Currency at the close of business March 28, 1904.

EXHIBIT 29.—*The Monthly Official Railway List (August, 1906).*

*Description.*—The publisher describes this publication as follows:

A complete directory of the steam railways of North America and their officials and subofficials. Also a list of the fast freight and private-car lines and their officials, and much other information useful to railroad men, manufacturers, etc.

Practically all of this matter is reprinted from issue to issue.

EXHIBIT 30.—*Railway Line Clearances and Car Dimensions (October, 1905).*

The following resolution of the American Railway Association explains the character of this publication:

"That railway companies and other car owners be, and are hereby, requested to publish official information respecting their car equipment and line clearance in "The Railway Equipment Register," in order that a *ready reference* of authentic information on these subjects may be within the reach of all railroad officials."

Practically all of this matter is reprinted from issue to issue.

EXHIBIT 31.—*The Official Railway Equipment Register.*

The following resolution of the American Railway Association explains the character of this publication:

"That railway companies and other car owners be, and are hereby, requested to publish official information respecting their car equipment and line clearance in "The Railway Equipment Register," in order that a *ready reference* of authentic information on these subjects may be within the reach of all railroad officials."

Practically all of this matter is reprinted from issue to issue.

## EXHIBIT 32.

32a. *The A. B. C. Pathfinder and Dial*, Shipper's Guide.32b. *The A. B. C. Pathfinder and Dial*, Postal Guide.32c. *The A. B. C. Pathfinder and Dial*, Express List.

The titles of the above publications are descriptive of their character, i. e., Shipping Guide, Postal Guide, Express List. Practically all of the matter in these publications is reprinted from issue to issue.

## EXHIBIT 33.

33a. *The West Coast Hotel and Railway Guide* (June, 1906).33b. *The A B C Pathfinder and Dial*.—Once a week.33c. *The A B C Pathfinder Railway Guide* (June, 1905).

33d. The Official Guide of the Railways and Steam Navigation Lines of the United States, Porto Rico, Canada, Mexico, and Cuba (June, 1906).

*Description.*—A variety of railroad guides, containing railroad time-tables, etc. Practically all of the matter in these publications is reprinted from issue to issue, only such changes being made as are necessary to bring issues up to date.

EXHIBIT 34.—*The Trotting Guide.*

34a. August, 1904.

34b. December, 1904.

34c. October, 1905.

*Description.*—This publication is a compilation of the performances of trotting horses. (See also Exhibit 35.) Much of the matter in this publication is reprinted from issue to issue, only such changes being made as are necessary to bring issues up to date.

EXHIBIT 35.—*The Morning Telegraph's Racing Chart Book.*

35a. October 3, 1905.

35b. November 3, 1905.

35c. December 4, 1905.

*Description.*—A compilation of matter in regard to the performances of running horses previously published in *The Morning Telegraph*, a daily newspaper admitted at New York, N. Y., as second-class matter, and reprinted in this form for use as a reference book. Most of this matter is reprinted from issue to issue, only such changes being made as are necessary to bring issues up to date. (See also Exhibit 34.)

EXHIBIT 36.—*Catholic Directory (1901).*

*Description.*—A directory of churches and clergy. The matter in this publication is reprinted from issue to issue, only such change being made as is necessary to bring the issue up to date.

EXHIBIT 37.—*General Digest American and English Bimonthly Advance Sheets (April, 1903).*

*Description.*—A digest of the decisions of the courts. It is understood that this same information is later issued by the same publishers in substantially bound books.

EXHIBIT 38.—*Shepard's Annotations, New York Supreme Court (Sept., 1904).*

*Description.*—A compilation of citations of all cases in the New York Supreme Court Reports—a reference book.

EXHIBIT 39.—*The Record Guide and Quarterly.*

39a. July, 1903.

39b. October, 1903.

39c. February, 1904.

*Description.*—The publisher describes this publication as "a system of dictionary records (in regard to conveyances, mortgages, projected buildings, alterations, leases, auction sales, etc.) at once the most accurate, the most convenient, and by far the cheapest available. By means of this publication the real estate man is put in possession of a system of records from which he can find any particular transaction in conveyances, mortgages, auction sales, or leases as easily as he can find the name of one of his clients in the telephone book. It is in permanent form, ever ready and available."

Attention is particularly invited to the February, 1904, issue (39c). It contains all of the matter which appeared in several of the issues for 1903 with such matter added as was necessary to bring it up to date.

## EXHIBIT 40.

40a. The Journal Military Service Institution (September-October, 1904).

40b. The general index of the matter which has appeared in previous volumes of this publication.

*Description.*—A general index to matter which appeared in previous issues. The publisher desired to mail this "general index" separate from the September-October issue.

## EXHIBIT 41.

41a. The Parish Choir.

41b. The Intermezzo.

41c. The Etude.

41d. Music and Story.

41e. The Choir and Choral Magazine.

*Description.*—41a consists entirely of music; 41b, 5½ pages of text and 12 pages of music; 41c, 22 pages of text and 24 pages of music; 41d, 13 pages of text (mostly ready-print matter) and 7 pages of music; 41e, 20 pages of text and 12 pages of music.

The difficulty of determining the line of demarkation and deciding which of the above publications meets the requirements of the law, is apparent.

## EXHIBIT 42.

42a. The Kindergarten Sewing Cards (October, 1905).

42b. Pilgrim Teacher Lesson Pictures (April, May, and June, 1905).

42c. The Kenilworth Prints (July-August, 1905).

42d. Bulletin of Brown University (January, 1905).

42e. The Burr-McIntosh Monthly (October, 1906).

*Description.*—The Kindergarten Sewing Cards (42a) are cards bearing a printed motto which is to be stitched with thread or yarn in the manner indicated by the Sunday school pupil to whom it is furnished. Each card bears the technical indicia of a periodical publication. The Pilgrim Teacher Lesson Pictures (42b) consists of thirteen picture cards with the indicia of a periodical publication appearing on the back of each. They are mailed in envelopes like the one submitted with the exhibit, which keeps them from becoming separated. The next two publications—The Kenilworth Prints (42c) and Bulletin of Brown University (42d)—consist entirely, aside from a mere announcement, of illustrations or pictures bound in the publications. The fifth, The Burr-McIntosh Monthly (42e), consists of a small amount of text, but very largely of illustrations or pictures bound in the publication.

## EXHIBIT 43.

43a. The American Ladies' Tailor (May, 1906).

43b. Chic Parisien (June, 1906) (a foreign publication).

43c. American Album of Fur Novelties (March, 1906).

*Description.*—The American Ladies' Tailor (Exhibit 43a) and Chic Parisien (Exhibit 43b) are representative of a class of publications consisting principally of loose plates and text descriptive of the plates. Little or no other literary matter appears therein. These plates are shown to prospective purchasers of clothes in tailoring and dressmaking establishments, the style of garment desired being selected therefrom. The American Album of Fur Novelties (Exhibit 43c) is similar to the above, except that the publisher has bound the plates in the publication.

EXHIBIT 44.—*America* (October, 1906).

*Description.*—The textual matter in this publication consists of the Brooks ready-print matter (see Exhibits 18a, 18b, and 18c), in front of which there have been bound in the publication sheets of "post cards," to be detached and used by the purchaser. What essential difference is there between it (*America*) and the American Album of Fur Novelties (43c), in which plates that were formerly inclosed loose have been bound in the publication?

**EXHIBIT 45.—*The Christian Record* (July, 1904).**

*Description.*—A publication published by the general conference of the Seventh Day Adventists in point print for the use of the blind.

**EXHIBIT 46.**

46a. Peloubet's Sunday School Lesson Papers (May, 1905).

46b. Bible Study Union Lessons, Junior Quarterly (first quarter, 1906).

46c. The Superintendent's Quarterly (second quarter, 1905).

46d. The Boy's Teacher (April, 1905).

*Description.*—The above publications show the practice of publishers of what are called "Sunday school publications" of providing therein blank spaces for written answers to questions which are printed in the publication or which the Sunday school teacher may ask (see Exhibits 46a, 46b, and 46c), and in furnishing (see Exhibit 46d, pp. 65, 66, and 67) novelties (in this case what are called "think-and-search questions") which are to be cut out by the teacher and handed to each pupil, he to search out the answer.

This is equivalent to furnishing the pupil with a sheet of writing paper. If these publications containing blank sheets for writing purposes are not admissible as second-class matter, to what extent could the inclosure of such blank matter for use of pupils be carried before the status of the publication would be affected? Can the practice under the law to be allowed at all?

II. "Must regularly be issued at stated intervals, as frequently as four times a year, and bear a date of issue, and be numbered consecutively." (Exhibits 47 to 49, inclusive.)

**EXHIBIT 47.**

47a. The Industrial Advocate, Port Conway, Va.

47b. The Red Men, Binghamton, N. Y.

47c. The Linn County School Review.

47d. The Boy's Own Sport Paper, St. Joseph, Mich.

*Description.*—Each of the above publications exemplifies a case where publishers have failed to meet the requirements of the law, that publications entered as second-class matter "must regularly be issued at stated intervals, as frequently as four times a year, and bear a date of issue and be numbered consecutively." In the case of the first three (47a, b, c) an issue was omitted, and there was subsequently gotten out a so-called "double" number—that is, one number taking the place of two. In the case of 47d two issues were missed, and the publisher subsequently issued a "triple" number—i. e., one number taking the place of three.

The question for the Department is, Should a publisher, by reason of the omission of one number, lose his second-class privilege? Should he, if he has failed to issue two numbers, lose his second-class privilege; and, if such action should not be taken in either case, how many issues could be omitted before the second-class mailing privilege should be revoked?

**EXHIBIT 48.**

48a. The Pecan Valley News, Brownwood, Tex.

48b. Extra edition of above publication.

*Description.*—It is well known that "extra editions" of newspapers are published, and under section 434, paragraph 5, Postal Laws and Regulations, the same are accepted as second-class matter. Exhibit 48a is a copy of the regular issue of The Pecan Valley News for September 6, 1906, and 48b is a copy of an "extra edition" of that publication. The regular issue is of the usual country newspaper type, consisting of 16 pages, each 15 by 22 inches. The so-called "extra edition" is a single sheet, 10 by 11 inches, consisting of a tabulation, printed on one side only.

## EXHIBIT 49.

49a-1. El Paso Evening News (April 23, 1906).

49a-2. "Variant" edition of the above.

49b-1. Winamac Republican (February 4, 1904).

49b-2. "Variant" edition of the above.

49c-1. Shawnee News (February 11, 1905).

49c-2. "Variant" edition of the above.

*Description.*—These publications illustrate the practice of publishers in issuing their regular editions of newspapers or periodicals and afterwards printing additional alleged copies thereof in the form and with the appearance of the regular, but in which a part of the matter, varying in amount, has been changed. The new matter is the thing which the publisher desires to circulate, and by itself it would be subject to the third-class rate, but if contained in an alleged issue of the newspaper or periodical it is accepted at the second-class rates if the postmaster does not happen to discover the difference of contents. Under a construction of the law all copies of an issue of a publication must be identical.

III. "A known office of publication." (Exhibits 50a to 50c, inclusive.)

## EXHIBIT 50.

50a. The Midland Methodist (December, 1905).

*Description.*—The above is a monthly religious publication and was at one time entered as second-class matter at Columbus, Ohio. The editor resides in Columbus, and it appears that nearly all of the business (and in addition thereto the printing) of the publication was done at that place. When entered at Columbus, copies thereof (the publication being issued monthly) were, when mailed to subscribers residing within the delivery limits of Columbus, subject to postage at the rate of 1 cent a copy. The publisher discovered that by having the publication entered at Westerville, Ohio, a town near Columbus and easily accessible, his postage bill would be materially reduced. Admission of the publication was therefore sought at Westerville, Ohio. The publisher admitted that his purpose in seeking entry at Westerville was to evade the higher rate of postage to which copies of the publication addressed for delivery to subscribers in Columbus were subject when the paper was admitted at that (Columbus) place. About 2,300 subscribers were claimed, and it is thought that 1,500 of that number resided in Columbus. The postage on these 1,500 copies would, therefore, each month have amounted to \$15, but by having the paper admitted at Westerville the postage on these copies would probably have amounted to less than \$1.50. The publisher secured admission of the publication at Westerville, but subsequently the facts in regard to the maintenance of a "known office of publication" were ascertained. It did not appear that the real business of the publication was conducted at Westerville, but, in fact, at Columbus, and the entry at Westerville was, therefore, after a hearing, revoked.

Had this publication been issued weekly, the publisher would, under the law, have enjoyed the pound-rate privilege on copies thereof addressed to all subscribers and would not have had reason for seeking entry at Westerville. This case shows the discrimination in the law against publications issued other than weekly. In this connection see the remarks upon this subject of the Third Assistant Postmaster-General on page —.

50b. The Defender, Boston, Mass. (July, 1904).

50c. The Teamster, Chicago, Ill.

*Description.*—The facts and circumstances in connection with Exhibits 50b and 50c are not dissimilar to those in the case of Exhibit 50a, and which are described in detail.

In 50b the real business of the publication appeared to be conducted in Boston, Mass., and over half of the circulation of the publication was to subscribers in that place. Entry was sought at Salem, Mass., also at Marblehead, Mass., both towns being near Boston and easily accessible. In the case of 50c practically all of the subscribers (about 19,000) resided in Chicago. Entry was sought at Morgan Park, Ill., a suburb of Chicago, and easily acces-

sible thereto. Had this publication been entered at Morgan Park, it is estimated that at least \$166 would have been lost monthly to the Government. The Government would have lost similarly in the Boston case.

IV. "Originated and published for the dissemination of information of a public character." (Exhibits 51 and 52.)

#### EXHIBIT 51.

- 51a. Wake Forest Weekly, Wake Forest, N. C. (Apr. 27, 1905).
- 51b. The Illini, Urbana, Ill. (Nov. 22, 1904).
- 51c. The Tarletonite, Stephenville, Tex. (May 31, 1905).
- 51d. The Purple and Green, Murfreesboro, Tenn. (Feb. 10, 1904).
- 51e. The Oak Leaf, Oak Ridge, N. C. (Oct. 18, 1905).
- 51f. The Tulane Weekly, New Orleans, La. (Jan. 17, 1905).
- 51g. The Hollins Quarterly, Hollins, Va. (February, 1904).
- 51h. The L. S. U. Alumnus, Baton Rouge, La. (April, 1905).
- 51i. The Collegian, Mount Angel, Oreg. (October, 1905).
- 51j. The Co-Ed, Edgefield, S. C. (December, 1905).
- 51k. The Central Normal Bulletin, Mount Pleasant, Mich. (May, 1905).
- 51l. The De Pauw, Greencastle, Ind. (Sept. 26, 1904).
- 51m. The Dartmouth Bimonthly, Hanover, N. H. (February, 1906).
- 51n. The Columbiad, University Park, Oreg. (May, 1903).
- 51o. Yale Alumni Weekly, New Haven, Conn. (Feb. 14, 1906).

*Description.*—The above publications are representative of a class published by students of schools, colleges, alumni associations, societies, etc. They contain more or less matter relating merely to the students or members of the particular school, college, association, society, etc. In connection with each the question is whether it is, as required by the law, "originated and published for the dissemination of information of a public character." This can only be determined by reading the matter contained in each publication. Some of these publications have been admitted as second-class matter; others have not. Attention is invited to the remarks of the Third Assistant Postmaster-General on page — of this report, and Exhibits 9a and 11b.

#### EXHIBIT 52.

- 52. The Union News, Thomaston, Ga. (February 5, 1906).

The remarks in the case of exhibits under (51) apply in this case.

*Description.*—For a description of this publication see the reply to the resolution of the House of Representatives, dated February 24, 1906, attached to and made a part of the exhibit.

V. "Or devoted to literature, the sciences, arts, or some special industry." (Exhibits 53 to 55, inclusive.)

#### EXHIBIT 53.

- 53a. The Journal of the American Chemical Society (March, 1906).
- 53b. The Journal of Geology (September-October, 1906).

The above publications are fairly representative of a class "devoted to the sciences"—in these particular cases chemistry and geology.

#### EXHIBIT 54.

- 54a. Fine Arts Journal (September, 1906).

This publication is fairly representative of a class "devoted to the arts," and is alleged by the publisher to be "devoted to art, music, and literature."

- 54b. The Sketch Book (August, 1906).

This publication is fairly representative of one "devoted to art."

## EXHIBIT 55.

55a. Dry Goods Economist (September 29, 1906).

55b. Vehicle Dealer (February, 1906).

These publications are fairly representative of a class devoted to a special industry—in these particular cases the “dry goods” and the “carriage and wagon” business.

VI. “And having a legitimate list of subscribers; provided, however, that nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily . . . for free circulation, or for circulation at nominal rates.” (Exhibit 56 to 66, inclusive.)

## EXHIBIT 56.

56a. The South St. Paul Daily Reporter (Dec. 13, 1905).

56a-1. Blank “send” order.

56a-2. Blank “stop” order.

*Description.*—This publication is one of a large number of similar publications practically all of the subscriptions for which are *not* paid for by the individuals to whom the publication is sent, but by commission merchants, stock-yard people, etc., who are interested in the circulation of the publication. Attention is invited to the blank “send” order (56a-1) for a paper from Rogers & Rogers, addressed to the publisher, requesting him to supply the paper to a person whom the publisher will claim as a subscriber, and also to a blank “stop” order (56a-2) from Fitch & Co., addressed to the publisher, directing him to discontinue the paper he had therefore been sending to a person he claims as a subscriber. The publication is free to the reader.

56b. The Logan Democrat (Oct. 20, 1906).

*Description.*—This publication represents a class for which application for entry as second-class matter is frequently made, practically all of the subscriptions for which are paid for by a person or persons running for a political office, the subscribers themselves paying nothing for the paper, but getting it free.

56c-1. Appeal to Reason (Nov. 3, 1906).

56c-2. Clipping from Appeal to Reason.

*Description.*—The following notice appeared in this publication:

“Every socialist who reads these lines is asked to contribute \$2.25 in three monthly installments of 75 cents to the Agitation League fund for the purpose of sending the Appeal during the school year, commencing December 1, to 30,000 public school-teachers in towns where the Appeal now has no subscribers. Use the blank at the bottom of this page and let me record your name with those who think this work ought to be done.”

*Agitation League report.*

## RECEIPTS.

Collections last report.....	\$4, 618. 86
Collections since last report.....	241. 18
Total collections, October 25.....	4, 860. 04

## EXPENDITURES.

Expenditures reported last week.....	\$4, 063. 19
Expenditures for literature to Colorado .....	20. 00
50,000 copies No. 570 to Colorado.....	250. 00
40,000 additional copies No. 569 to Colorado.....	200. 00
Total expenditures.....	4, 533. 19

With this issue the Appeal Agitation League closes the Colorado campaign inaugurated some months ago. A total of \$4,860.04 has been contributed, which has been expended as follows.



728,000 copies of the Appeal .....	\$3, 542. 12
5,583 subscriptions to Colorado and Idaho .....	214. 82
Literature to Colorado.....	76. 25
Cash to Colorado State committee.....	700. 00
Total .....	4, 533. 19

This leaves a balance on hand of \$326.86 to start the fund to send the Appeal to 30,000 public school teachers in towns where the Appeal has no subscribers and where no Socialist votes have been cast.

The following contributions have been made since last report. If you don't find your name there see that it appears in the next report.

For 30,000 school-teachers and 5,000,000 pupils.

**APPEAL TO REASON, Girard, Kans.:**

I agree to pay 75 cents per month for three months—a total of \$2.25—for the purpose of sending the Appeal to 30,000 public school-teachers, commencing December and running during the school year—7 months.

I inclose ——— as my first remittance.

(Signed) \_\_\_\_\_.

56d. *The Homestead* (November 2, 1905), Des Moines, Iowa.

*Description.*—This is one of a numerous class of publications whose subscription lists are composed in part of so-called "paid for by others" subscriptions. It was ascertained that a large proportion (over 15,000) of the claimed subscribers were those who paid nothing for the publication themselves, but to whom subscriptions were presented by some banker or merchant doing business in the locality in which they resided. These subscriptions were paid for by the banker usually at a reduction of 50 per cent from the regular advertised subscription price—that is, 25 cents a year instead of 50 cents. The purpose of the merchants in paying for these subscriptions appeared to be to induce trade at their establishments on account of the friendly feeling the recipients of the favor would have for the donor.

It will be noticed that in all the above cases (56a to 56d, inclusive) the question of the alleged subscriber paying nothing for the publication is involved. If there be no restriction upon the number of subscriptions which may be paid for by one party for another as alleged gifts but for business reasons, then a publisher may comply with the law by getting one person to subscribe for any number of others, thereby supplying the required "legitimate list of subscribers."

**EXHIBIT 57.**

57a. *The Michigan Issue.*

*Description.*—This case is representative of a large class of publications engaged in the advocacy of reform movements, philanthropic enterprises, etc. Donations are asked, and in connection with the terms of the pledge (see Exhibit 57a) of money is a clause which provides that a certain portion of each donation will be set aside or is to pay for the donor's subscription to the publication. The alleged "legitimate list of subscribers" to publications of this kind is usually made up entirely of subscriptions of the kind above described. The matter in the publication itself is intended to create the subscriber's interest in the work. In fact, it is not to be doubted that the publication plays no small part in the success of the movement. It induces the giving of alms, a portion of which the publisher is pleased to term a subscription.

57b. *Chicago Central* (June 9, 1905).

*Description.*—Most all of the Young Men's Christian Associations of the country publish a little bulletin containing principally, like the one exhibited, information regarding that particular association, its meetings, etc. There is placed in the pledge made in connection with the application for membership in the

association a clause providing that a certain portion of the member's annual dues is to be set aside in payment of the subscription to the publication. All memberships include the subscription to the publication, and there would be no reduction in the annual dues provided a member did not desire the paper. In other words, it costs as much to be a member and not receive the paper as to receive it; the paper is virtually thrown in with a membership. Is a list of subscribers so made up a "legitimate list of subscribers," or is the publication circulated free and therefore within the clause of the statute prohibiting the admission of publications "designed primarily for free circulation?"

EXHIBIT 58.—*New England Woodmen (October, 1905).*

*Description.*—There are a large number of publications the subscriptions to which are based upon a resolution or executive order of a committee of a society empowered to act for the society. For instance, a man will start a paper and he will submit as a list of subscribers the names of the members, the payments to be made out of the funds of the society. The individual members themselves do not subscribe for the publication.

EXHIBIT 59.—*The Weekly Middle West (May 24, 1906), Grand Rapids, Mich.*

*Description.*—The matter in this publication consists almost entirely of advertising, the small amount of text being matter that had previously appeared in a Grand Rapids daily newspaper. It is a weekly. The publisher offers to send the paper for a year and place therein the subscriber's advertisement for a stated period. Under the existing law persons to whom copies of a publication are sent to prove insertion of their advertisements are regarded as subscribers. Nearly all of the subscribers claimed in this case were persons who received copies on account of being advertisers in the publication. The question for determination is, are the requirements of the law met in such a case, or does a publication of this character and this method of obtaining subscribers come within the clause of the statute prohibiting the admission of publications "designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates?"

EXHIBIT 60.

60a. Law Notes (August, 1902).

60a-1. Copy of contract.

*Description.*—This publication is sent to persons who subscribe to the second edition American and English Encyclopædia of Law (in 32 volumes), published by the Edward Thompson Company, publishers of Law Notes. The contract (see 60a-1) entered into between the purchaser of the law books and the Edward Thompson Company provides that the price paid for the law books includes a subscription to Law Notes. There would be, however, no reduction in the price of the law books in case the purchaser thereof did not care to also receive Law Notes. In other words, the publication is in effect furnished free in connection with the sale of the law books as a sort of premium. The publishers, in view of the terms of the contract, claimed the persons to whom they sent Law Notes to be subscribers thereto.

EXHIBIT 61.

61a. Our Boys and Girls Journal (November, 1904).

*Description.*—The publisher of this publication seemed to be conducting a publication (see the exhibit) as a means of advertising puzzle contests. Prizes were given to the winners. These prizes were usually of a value in excess of the subscription price (25 cents) of the publication. Advertisers in the publication also offered prizes for the solution of puzzles. In order to compete for prizes one had to be a subscriber to the publication. Did the alleged subscribers subscribe for the publication as such or for the chances of winning a prize in a puzzle contest? Considering the value of the prizes offered and the low price of the publication (25 cents a year), has it a "legitimate list of subscribers" or would it come within the clause of the statute prohibiting the admission of publications "designed primarily for circulation at nominal rates?"

## EXHIBIT 62.

62a. "McPike's Bi-Monthly" (Dec. 15, 1905).

*Description.*—This publication (142 pages, 7½ by 10½ inches) consisted mostly of write-ups, advertising and price-list matter of the McPike Drug Company, of Kansas City, Kans. The subscription price is 10 cents a year. Five thousand copies of the publication were printed. About 2,000 were sent to claimed subscribers. About 300 of the 2,000 claimed subscribers were persons whose subscriptions were paid for by others. Two thousand copies were sent as samples.

## EXHIBIT 63.

63a. National Hardware Bulletin (October, 1905).

63b. National Hardware Bulletin (May, 1906).

*Description.*—It will be noticed from the October issue that the subscription price is \$1 a year. Complaint was made that while the advertised subscription price of the publication was \$1 a year, practically all subscriptions were made at the rate of 25 cents a year. Upon investigation this was found to be the fact. A citation to show cause issued, and the publisher, to overcome the rule of the Department that subscriptions made at a reduction of more than 50 per cent from the regular advertised subscription price of the publication could not be regarded as actual, met the situation by reducing the price of the publication to 50 cents a year (see the May, 1906, issue), thereby technically meeting the requirements under the law.

## EXHIBIT 64.

64a. The American Stock Farm and the Advance Farmer (February, 1903). Winona, Minn.

*Description.*—This is an agricultural paper. The terms of subscription were as follows: "Subscription price, 50 cent a year if not paid in advance. If paid in advance, 25 cents a year, or 75 cents for five years." Does the reduction in the subscription price of the publication effect "a nominal rate" and bring the publication within the prohibition of the statute?

## EXHIBIT 65.

65a. The Scientific Farmer (May, 1906).

*Description.*—The publisher of the above publication offered to other publishers 30 subscriptions each, provided they would run his (The Scientific Farmer's) advertisement in their papers. Would a list of subscribers made up in whole or in part of subscriptions of the above character be a "legitimate list of subscribers?"

## EXHIBIT 66.

66b. The Daily Railway Age, Saratoga Springs, N. Y. (June 28, 1904).

*Description.*—This publication is published by the publishers of The Railway Age, entered as second-class matter at Chicago, Ill. The Daily Railway Age is published daily during the convention period of the annual conventions of the Master Carbuilders and American Railway Master Mechanics' Associations, which are held in different cities each year. Copies of this publication are sent as to subscribers to persons who have subscribed for The Railway Age, of Chicago, but who have not subscribed for The Daily Railway Age as such. The publishers of The Daily Railway Age claim these persons as subscribers by reason of their having subscribed for The Railway Age.

Schemes of publishers to increase circulation are infinite. Many other exhibits on this question can be furnished if desired. It may safely be said that the lists of subscribers of most periodicals entered as second-class matter in the United States are largely involved on account of subscriptions being taken under terms not dissimilar in some respects to those described above.

The question arising in connection with the following exhibits

(67-79, inclusive) is whether the publications are within the following prohibition of the statute:

VII. "*Provided, however*, That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily for advertising purposes."—(Exhibits 67 and 79, inclusive.)

Exhibits 67 to 71 show in varying degree the practice of publishers of advertising other businesses in which they are interested. When a merchant sends his advertising matter in the mails it cost him 1 cent for each 2 ounces or fraction thereof, but if he becomes a publisher and includes such advertising matter in his publication he can distribute the same at the rate of 1 cent a pound. Publications of this character are sometimes called "house organs."

#### EXHIBIT 67.

67a. *The Master Grocer* (June, 1905).

67b. *The Educator* (October, 1905).

67c. *The Myer Brothers' Druggist* (January, 1905).

67d. *Beauty and Health* (June, 1905).

*Description.*—The above publications show the practice of publishers of placing in their publications *display* advertising or other businesses in which they are interested and in the promotion of which the publication is apparently conducted.

*The Master Grocer* (67a) is published by Goldberg, Bowen & Co., a San Francisco wholesale grocery firm. All of the text in it is taken from other publications. There are 10½ pages of text and 57½ of advertising. Of the advertising pages 50½ consist of advertisements of the publishers' other business—wholesale grocery.

*The Educator* (67b): Most of the text in this publication consists of matter either taken (reprinted) from other publications or so-called "ready-print" matter. Out of 9 pages of advertising 7 consist of advertisements of the publishers' other businesses—the sale of school books, appliances, etc.

*The Myer Brothers' Druggist* (67c) is made up as follows: Seven pages are devoted to an index to the previous year's issues; 31 pages is text in which there is considerable matter of the "write-up" character (textual advertising); there are 54 pages of advertising, 26 of which consist of advertisements of the publishers' other business—wholesale drugs. Twenty-four out of the 26 pages of the publishers' advertising matter consist of a price list of the drugs sold by that firm.

*Beauty and Health* (67d): This publication is made up as follows: Twenty-eight pages of text along the line of health culture and physical exercise, in which business the publisher is interested; there are 24 pages of advertising, 17 pages of which are of the other businesses of the publisher—physical culture, physical culture books, exercising appliances, etc.

#### EXHIBIT 68.

68a. *The Byrnes Business Educator* (January 26, 1906).

68b. *Parks Floral Magazine* (February, 1904).

68c. *The Homeseeker* (April, 1906).

68d. *The Craftsman* (October, 1902).

68e. *The Alkaloidal Clinic* (June, 1904).

68f. 1 to 12, inclusive, *The Delineator* (October, 1905, to September, 1906, inclusive).

68g. *The Designer* (January, 1906).

68h. *New Idea* (October, 1906).

*Description.*—The above publications show in varying degree the practice of publishers placing in their publications not only display advertising, but textual advertising as well relating to their other businesses.

*The Byrnes Business Educator* (68a), as may be plainly seen by an examination, is published to promote the business of the Tyler Commercial College, conducted by Byrnes Brothers. Most all of the matter, except that taken (reprinted) from other publications, is in advocacy of the Byrnes system of spelling, stenography, etc.

Parks Floral Magazine (68b) is published by George W. Parks, at Lapark, Pa., who is in the seed business. No doubt, in connection with most of the subscriptions to the publication, flower seeds, bulbs, etc., are given as premiums to subscribers. The subscription price is 10 cents a year. Most of the text, except that taken (reprinted) from other publications, is a description of flowers, bulbs, etc., the seed, no doubt, being procurable from Mr. Parks. This same character of matter is furnished by some seed houses in the country as "catalogue" matter. There are 19 pages of display advertising, 3 of which are devoted to the publisher's other business.

The Homeseeker (68c) is a sort of agricultural paper, published by and apparently in the interest of the land department of the Florida East Coast Railway. It consists largely of "write-ups" and illustrations setting forth the advantages of the country through which that railroad runs, and in addition thereto there is a considerable amount of display advertising of the railroad.

The Craftsman (68d). The publisher represents this publication as being devoted to the "interests of art and labor." The matter it contains might be termed "high grade." The theme of the articles in the publication tends to induce the reader to appreciate articles of furniture and art of the sort manufactured by the United Crafts Company, the publisher of the publication. Of the 27 pages of display advertising, 9 are of the publisher's other business.

The Alkaloidal Clinic (68e). This publication contains considerable text setting forth the advantages of the use of alkaloids, especially those manufactured by the Abbot Alkaloidal Company. It appears that the publisher of this publication (The Clinic Publishing Company) and the Abbot Alkaloidal Company are the same. The publication also contains several pages of display advertising of the Abbot Alkaloidal Company's products.

Exhibits 68f-1 to 12, inclusive, 68g, and 68h should be considered together, inasmuch as although they appear to be published by three different publishing companies, namely, The Butterick Publishing Company, the Standard Fashion Company, and the New Idea Publishing Company, respectively, they are, it is alleged, published by *one* concern (The Butterick Publishing Company) and are known as "the Butterick trio." (See page 3 of Exhibit 73h.)

A detailed analysis of a year's copies of The Delineator results as follows:

	Number of pages.
Articles based on fact, current events, etc.....	273
Fiction.....	405
Household topics, general fashion notes with no reference to patterns..	377
Fashion notes containing reference by number to Butterick patterns..	685
Book reviews.....	21
<b>Total text.....</b>	<b>1,761</b>
Advertising of Delineator.....	21
Display advertising of Butterick Publishing Co.....	39
<b>Total advertising of Butterick Publishing Co.....</b>	<b>60</b>
General display advertising.....	556
<b>Total advertising.....</b>	<b>616</b>
Front cover pages.....	12
Index pages.....	12
<b>Total pages, 12 copies.....</b>	<b>2,401</b>

Total weight of 12 copies, 214 ounces (13 pounds 6 ounces).

Average weight per copy, 17 $\frac{1}{2}$  ounces (1 pound 1 $\frac{1}{2}$  ounces).

11.37 per cent articles based on fact, etc.

16.86 per cent fiction.

15.70 per cent household topics, etc.

28.52 per cent text containing reference to Butterick patterns.

**2.49 per cent display advertising of Butterick Publishing Company, including Delineator.**

23.15 per cent general display advertising.

25.66 per cent total display advertising.

A brief analysis of The Designer (71g) results as follows:

Total pages, including cover.....	130
Pages text (including 41 pages containing reference to patterns).....	112
Pages advertising.....	18
Pages advertising of publisher.....	1 $\frac{1}{2}$
Pages of stories—fiction.....	15

A brief analysis of New Idea (71h) shows the following:

Total pages, including cover.....	114
Pages text.....	62
Pages advertising.....	32
Pages advertising of publisher.....	2 $\frac{1}{2}$
Pages devoted to pattern department.....	20
Pages of stories—fiction.....	19

Much of the textual and advertising matter, it will be seen from the above analysis, relates to patterns made by and procurable from the publishing company and is no doubt very instrumental in promoting the sale of such patterns. It has been charged by competitors of the Butterick Company that in order to make existence possible it was necessary for them to publish a "pattern magazine," which they would be pleased not to be compelled to do.

#### EXHIBIT 69.

69a. *Sunset* (September, 1903).

69b. *For California* (December, 1903).

69c. *Idaho Mines and Metals* (May 3, 1906).

69d. *Board of Trade Journal*, Scranton, Pa. (September, 1905).

*Description.*—Each of the above publications appears to be published in the interest of a locality. The advertising feature of these publications does not lie in the display advertisements. In fact, in two of the publications (*For California* and *Idaho Mines and Metals*) no display advertising whatever is carried, but the advertising feature is entirely found in the text. This fact can only be realized by *reading* the matter in the publications. A cursory examination will not disclose it.

*Sunset* (Exhibit 69a) appears to be issued in the interest of the territory traversed by the Southern Pacific Railroad, by which company it is published. Promoting an interest in the country naturally increases the business of the railroad.

The publication *For California* (Exhibit 69b) is published by the California Promotion Committee. The committee's purpose in publishing the publication is by it stated to be as follows: "The purpose of the committee is to give to the world reliable and unbiased information regarding the resources of and opportunities in California. *For California* is published to assist in carrying out the objects in view."

*Idaho Mines and Metals* (Exhibit 69c) consists entirely of write-ups of Idaho mining properties. A large number of copies of this publication are furnished mining and stock brokers for distribution.

The *Board of Trade Journal* (Exhibit 69d) sets forth certain information in regard to the advantages of Scranton, Pa. The publisher states that the publication is published "in the commercial and industrial interests of Scranton."

EXHIBIT 70.—*Leaves of Healing* (October 20, 1904), Zion City, Ill.

*Description.*—This publication consists of information concerning the "Christian Catholic Apostolic Church in Zion" and its membership. It appears to be published in the interests of and to promote that religious sect. Is it "designed primarily for advertising purposes," and therefore within the prohibition of the law against publications of that character?

EXHIBIT 71.—*The Home Builder*.

71a. May, 1904.

71b. February, 1905.

*Description.*—The Home Builder (Exhibit 71a) is a publication published by Herbert C. Chivers, an architect, of St. Louis, Mo. It consists almost entirely of illustrations of his houses, the plans thereof, and some text describing the same.

The Home Builder (Exhibit 71b) is the same publication, changed in physical features by enlargement and the addition of some information and display advertising matter of a general character. Mr. Chivers, the publisher, in connection with this latter publication (71b) states that he has given up his business as an architect; that the architectural business formerly conducted by him has been formed into a stock company, in which he holds but one share. He now claims to be only a *publisher* of a building magazine.

EXHIBIT 72.—*Successful Americans* (October, 1903).

*Description.*—The text in this publication appears to be mainly "write-ups" of individuals, for which "write-ups" it is understood most of them pay a price. Copies of the publication are sold in considerable quantities to those persons whose biographies appear therein. The purpose in purchasing these copies is, no doubt, with the intention of distributing them free.

Exhibits 73 (a to h, inclusive) are fairly representative of publications devoted to a "special industry." Where one exhibit of this class of publications is shown there are hundreds passing in the mails. The following exhibits are, however, fairly representative of the class:

## EXHIBIT 73.

73a. American Machinist (January, 1904).

73b. The Carriage Monthly (November, 1903).

73c. The Clothier and Furnisher (September, 1906).

73d. Dry Goods Economist (September 8, 1906).

73e. The Furniture Journal (September 10, 1906).

73f. The Keystone (September, 1905).

73g. The American Swineherd (September, 1906).

73h. White's Class Advertising (August, 1906).

*Description.*—The American Machinist, January, 1904 (73a), is a publication devoted to the machine industry.

Total pages.....	184
Pages of text.....	40, or 22 per cent.
Pages of display advertising.....	144, or 78 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

The Carriage Monthly, November, 1903 (73b), is a publication devoted to the carriage and wagon industry.

Total pages.....	118
Pages of text.....	38, or 32 per cent.
Pages of display advertising.....	80, or 68 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

The Clothier and Furnisher, September, 1906 (73c), is a publication devoted to the clothing and furnishing trade.

Total pages.....	134
Pages of text.....	45, or 34 per cent.
Pages of display advertising.....	89, or 66 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

The Dry Goods Economist, September 8, 1906 (73d), is a publication devoted to the dry goods and textile industry.

Total pages.....	192
Pages of text.....	65, or 34 per cent.
Pages of display advertising.....	127, or 66 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

The Furniture Journal, September 10, 1905 (73e), is a publication devoted to the furniture industry.

Total pages.....	100
Pages of text.....	36, or 36 per cent.
Pages of display advertising.....	64, or 64 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

The Keystone, September, 1905 (73f), is a publication devoted to the jewelry and optical trades.

Total pages.....	238
Pages of text.....	78, or 33 per cent.
Pages of display advertising.....	160, or 67 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

It is alleged that much of the text is taken (reprinted) from other publications.

The American Swineherd, September, 1906 (73g), is a publication devoted to the swine industry.

Total pages.....	64
Pages of text.....	16, or 25 per cent.
Pages of display advertising.....	48, or 75 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be the most effective kind of advertising.

White's Class Advertising, August, 1906 (73h), is published by White's Class Advertising Company, which agency can no doubt place advertisements in all publications whose advertisements appear in the exhibit in question. If that is the case, then this publication practically resolves itself into one huge advertisement of the White's Class Advertising Company.

Total pages.....	106
Pages of text.....	50½, or 48 per cent.
Pages of display advertising.....	55½, or 52 per cent.

A material portion of the matter included above as "text" is really "write-ups" (textual advertising), which is considered to be most effective kind of advertising.

#### EXHIBIT 74.—*The Cincinnati Standard* (April 21, 1906).

**Description.**—A weekly newspaper consisting almost entirely of display advertisements. Most of the "text" is matter which is taken (reprinted) from other publications or is the so-called "ready-print" matter. What limit should there be to the amount of advertising which may be placed in a publication?



## EXHIBIT 75.

- 75a. The Chicago Ledger (November 25, 1905).
- 75b. The Saturday Blade (February 3, 1906).
- 75c. Hearst's American Home and Farm (April 19, 1906).
- 75d. The Rural Weekly.

*Description.*—The above are representative of a class of weekly papers of the so-called "mail-order" type. Being published weekly, they are mailable in the town in which they are published for delivery by the city letter carriers thereof at the pound rate of postage.

## EXHIBIT 76.

- 76a. Comfort (August, 1906).
- 76b. Mail Order Monthly (March, 1906).
- 76c. The Magnet (February, 1905).
- 76d. Home Folks (September, 1906).
- 76e. Fireside Gem (June, 1906).
- 76f-1. Sunshine for Youth (September, 1906).
- 76f-2. The Illustrated Family Herald (April, 1906).
- 76f-3. The People's Literary Companion (August, 1906).
- 76f-4. Golden Moments (September, 1906).
- 76f-5. The National Farmer and Home Magazine (October, 1905).
- 76g-1. The American Woman (December, 1905).
- 76g-2. Good Stories (September, 1906).
- 76g-3. Happy Hours (July, 1906).
- 76g-4. Hearth and Home (October, 1905).
- 76g-5. Vickery's Fireside Visitor (December, 1905).
- 76h-1. Fashion World (December, 1905).
- 76h-2. New Styles (August, 1906).
- 76h-3. Popular Fashions (November, 1905).
- 76h-4. Woman's Home Journal (November, 1905).
- 76i. Spare Moments (January, 1905).
- 76j. Enthusiasm (July, 1906).
- 76k. The Woman's Magazine (February, 1906).
- 76l. The Clifton Monthly (November, 1905).
- 76m. The Home Queen (March, 1906).
- 76n. The American Home (November, 1905).
- 76o. The American Nation (January, 1906).
- 76p. The Modern Priscilla (October, 1905).
- 76q. The Ladies' Favorite Magazine (July, 1906).
- 76r. The Paragon Monthly (August, 1901).
- 76s. The Gentlewoman (April, 1902).
- 76t. The People's Popular Monthly (December, 1905).
- 76u. The Welcome Guest (February, 1906).
- 76v. The Ladies' Magazine (December, 1905).

*Description.*—All of the above monthly publications are of the so-called "mail-order" type, and illustrate the questions which arise in determining (1) whether these publications are "newspapers" or other "periodical publications" within the meaning of the law; (2) whether they are "devoted to literature" as required by law, or whether or not the text is not "literature" itself, being made up largely of stories, fiction, etc.; (3) whether or not they come within the clause of the statute prohibiting the admission as second-class matter of publications "designed primarily for advertising purposes."

An inquiry into the circulation of many would undoubtedly disclose a condition which would raise the question of the publication having a "legitimate list of subscribers" and being designed for "free circulation" or "circulation at nominal rates."

## EXHIBIT 77.

- 77a-1. The New England Homestead (February 10, 1906).
- 77a-2. The Orange Judd Farmer (February 10, 1906).
- 77a-3. American Agriculturist (February 10, 1906).
- 77b. Indiana Farmer (September 15, 1906).
- 77c. Up-to-Date Farming (July 15, 1905).
- 77d. Farm and Home (October 1, 1905).
- 77e. The Farm Star (January 1, 1906).

- 77f. Farm and Fireside (October 1, 1905).
- 77g. The Farmer (September 1, 1906).
- 77h. Farm News (May, 1906).
- 77i. The Homestead (November, 1905).
- 77j. Successful Farming (August, 1906).
- 77k. The Badger (July, 1906).
- 77l. The American Farmer (March, 1906).
- 77m. The Farmer's Wife (February, 1906).
- 77n. The Woman's Farm Journal (April, 1906).
- 77o. Successful Agriculture (September, 1905).

*Description.*—The above are papers devoted to agricultural interests, and are of the so-called "mail-order" type. They illustrate the questions which arise in determining whether the publications come within the clause of the statute prohibiting the admission of publications "designed primarily for advertising purposes, or for free circulation or for circulation at nominal rates."

## EXHIBIT 78.

- 78a. Woman's Ideal Magazine (March 1, 1905).
- 78b. Woman's Ideal Magazine (April, 1905).
- 78c. Woman's Ideal Magazine (May, 1905).
- 78d. Woman's Ideal Magazine (December, 1905).

*Description.*—Application for admission of this publication was made, and a copy of the March 1, 1905, issue (78a) submitted therewith. Action in the case was, owing to the character of the publication, delayed for the purpose of procuring copies of the two following issues (78b and 78c). After admission was granted the attention of the Department was called to the change in the character of the publication, as shown by the December, 1905, issue (78d). This case illustrates how a publisher will issue more attractive copies of his publication than it is his intention to continue to issue after the publication gains admission as second-class matter. It is understood that as soon as this publication was admitted as second-class matter the paper took on the character shown by exhibit 78d, which is distinctly of the "mail-order" type.

## EXHIBIT 79.

- 79a. Ainslee's Magazine (October, 1906).
- 79b. All Story Magazine (October, 1906).
- 79c. American Magazine (October, 1906).
- 79d. Appleton's Magazine (October, 1906).
- 79e. Argosy (October, 1906).
- 79f. The Atlantic Monthly (January, 1906).
- 79g. The Black Cat (October, 1906).
- 79h. The Business Man's Magazine (September, 1906).
- 79i. The Century Magazine (October, 1906).
- 79j. Cosmopolitan (October, 1906).
- 79k. Everybody's (October, 1906).
- 79l. Good Housekeeping (October, 1906).
- 79m. Gunter's Magazine (October, 1906).
- 79n. Harper's Bazaar (October, 1906).
- 79o. Madam (May, 1906).
- 79p. Ladies' Home Journal (October, 1906).
- 79q. Lippincott's (October, 1906).
- 79r. McClure's Magazine (October, 1906).
- 79s. Metropolitan (October, 1906).
- 79t. Monthly Story Blue Book (October, 1906).
- 79u. Munsey (October, 1906).
- 79v. Pearson's (October, 1906).
- 79w. People's Magazine (November, 1906).
- 79x. The Reader (September, 1906).
- 79y. The Red Book (September, 1906).
- 79z. Success (October, 1906).
- 79z-1. The Scrap Book (October, 1906).
- 79z-2. Scribner's (October, 1906).
- 79z-3. Short Stories (October, 1906).
- 79z-4. Smart Set (October, 1906).
- 79z-5. Ten Story Book (October, 1906).
- 79z-6. Tales (October, 1906).

Upon the front cover of each of the above publications appears a brief analysis made from a cursory examination of the contents.

*Description.*—These publications illustrate the questions which arise in determining (1) whether or not they are "periodical publications" within the meaning of the law, (2) whether they are "devoted to literature," or whether or not the text is not "literature" itself, being made up largely of stories, fiction, etc., (3) whether or not they come within the clause of the statute prohibiting the admission as second-class matter of publications "designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates."

VIII. "Publishers \* \* \* may \* \* \* fold within their regular issues a supplement; but in all cases the added matter must be germane to the publication which it supplements; that is to say, matter supplied in order to complete that to which it is added or supplemented \* \* \* ." (Exhibits 80 to 91, inclusive.)

#### EXHIBIT 80.

80a. "Cut-out" supplement to "Hearst's Chicago Sunday American" (April 1, 1906).

80b. "Cut-out" picture issued as a supplement to The New York Sunday Sun (January 15, 1905).

80b-1. A part of supplement 80b.

80b-2. Used the same as 80b-1.

80b-3. Used the same as 80b-1.

80c. A comic supplement to the "Sunday Tribune" (August 27, 1905), Minneapolis, Minn. ("Cut-out" pictures at bottom of page 4.)

*Description.*—All of the above alleged supplements contain so-called "cut-out" matter.

#### EXHIBIT 81.—*Reproductions of drawings by Charles Dana Gibson, artist.*

81a, 81b, 81c, 81d, 81e, 81f, and 81g.

*Description.*—All of the above exhibits are reproductions of drawings by Charles Dana Gibson, which were issued as supplements to various newspapers. The article which the picture is supposed to supplement is attached to each picture with the exception of Exhibit 81g (the Daily Times Recorder, June 30, 1906, Zanesville, Ohio). The article which should have appeared in the paper and which the picture was intended to illustrate was, according to the publisher, inadvertently omitted. These illustrate how a publisher who is desirous of giving away a picture can accomplish his purpose by placing an article in his paper upon the subject of art, which can be so written as to allow the picture which he desires to present to his subscriber being construed as illustrating the article, and therefore necessary to complete the publication. The question as to the legality of these supplements can only be determined by carefully reading the article which the picture is alleged to illustrate, care being used not to confound an article which is merely descriptive of the picture with an article which is upon a subject and the picture is necessary to complete the article. In such a case as that of Exhibit 81g (the Daily Times Recorder), where the article which the picture was intended to illustrate was inadvertently omitted, what action should have been taken?

#### EXHIBIT 82.

82a. St. Louis Globe-Democrat.

82b. Supplement to the St. Louis Globe-Democrat (April 29, 1906).

82c. Pittsburg Leader (April 27, 1906).

*Description.*—Similar in character to the exhibits under 81, except that the drawings are those of a different artist. The remarks in regard to exhibits under 81 apply equally in these cases.

#### EXHIBIT 83.—*The Sunday Mining Gazette* (February 4, 1906).

*Description.*—A copy of the February 4, 1906, issue of the publication in which appears an article on Thomas F. Cole. There was issued therewith a picture of Mr. Cole which appears to fairly come within the requirement of the law as to supplements. However, the technical requirements of the law might be regarded as being as clearly met in the cases of Exhibits 81 and 82 as in this case.

## EXHIBIT 84.

## 84a. An alleged supplement to "Rocheport's Paper."

*Description.*—This sheet is printed on one side in red ink, and consists entirely of a single advertisement in poster form, with the exception of six two-line local items running across the bottom of the page. The publisher claimed this to be a legal supplement inasmuch as the local items in question were necessary to complete the paper.

## 84b. Supplement to the Marion Star (July 11, 1905).

*Description.*—A poster printed on one side only and consisting of a single advertisement. The publisher, on account of a column of ready-print matter consisting of alleged news and some jokes, claimed that the sheet was necessary to complete the publication, and was, therefore, a legal supplement.

## 84c. Supplement to Bryan Independent (Saturday, November 18, 1905).

*Description.*—A poster printed on one side of a sheet much smaller than the regular pages of the publication and containing several advertisements of local merchants, together with a few local and personal items. The publisher claimed this to be a legal supplement and necessary to complete the publication.

## 84d. Supplement to The Observer.

*Description.*—A poster printed on one side on paper of a different size and quality than the regular pages of the publication and consisting of "write ups" and advertisements of certain banking institutions. The publisher claimed it to be necessary to complete the publication, and therefore a legal supplement.

## EXHIBIT 85.

## 85a. Supplement to The Sun, Baltimore, Md. (December 26, 1904).

*Description.*—A poster printed on one side, consisting of a calendar for the year 1905. It has been the custom of the publisher to issue such a calendar for years. When the question was raised in regard to its being a legal supplement, the publisher issued the same matter as a "section" of the paper. This illustrates how a thing that was held not to be a legal supplement can still be circulated with copies of the paper by designating the same a "part" or "section" of the paper, a device to avoid the higher rate of postage.

## 85b. Supplement to Der Democrat, Davenport, Iowa.

*Description.*—A poster printed on one side on highly calendered paper and consisting of illustrations and a calendar.

## 85c. Supplement to the Westbote.

*Description.*—A poster printed on one side, consisting of an illustration, a poem, and a calendar.

## 85d. Supplement to the Indianoma Union Signal.

*Description.*—A poster printed on one side and consisting of "An Appeal to the American People."

## EXHIBIT 86.

## 86a. Supplement to The Appeal, Jersey City, N. J.

*Description.*—Containing advertisements on the outside pages and a piece of music, "'Tis but a Faded Flower," on the inside.

## 86b. Supplement to the Gibson City Enterprise.

*Description.*—Consisting of a four-page advertisement of the Kankakee District fair and giving certain information in regard to the fair.

## 86c. Supplement to the Aurora Sun.

*Description.*—Being an advertisement of a real-estate dealer of Nelson, Nebr.

## 86d. Supplement to the Warren Review, Williamsport, Ind.

*Description.*—Consisting of a page of ready-printed matter, and on the reverse side a full-page advertisement of the Boston store of that place. This supplement was printed elsewhere than at the publication office of the paper and was furnished the publisher for circulation with his paper. The sheet is of a different size from the regular pages of the publication, and it might therefore seem that the ready-print matter was placed in this sheet to give what was in fact a mere advertisement the appearance of a supplement for the purpose of avoiding the higher rate of postage to which the advertisement would have been subject had it been sent in the mails by the advertiser.

## EXHIBIT 87.

87a. Supplement to the April, 1905, issue of *The Vehicle Dealer*.

*Description.*—The publisher describes this book as a "Manufacturers' Vehicle *Encyclopaedia* for new styles, 1905," and it is that in substance, being an illustrated advertising catalogue of buggies, wagons, etc. (For a copy of the complete exhibit issue see Exhibit 14b-1.)

87b. Supplement to the *Democrat*, Atlantic, Iowa, 1904.

*Description.*—The publisher of *The Democrat* desired to mail this, which is a book of illustrations and "write ups" of Cass County, as a supplement to his paper.

87c-1. *The Log Cabin*, November 11, 1905.

87c-2. Souvenir supplement to the above.

*Description.*—This supplement consists, in the terms of the publisher, of an "illustrated history of Cynthiana and Harrison County, sketches and pictures of various enterprises, churches, public buildings, street scenes, landscapes, attractive women, prominent citizens, public officials, beautiful horses, etc."

## EXHIBIT 88.

88a. Supplement to the September, 1903, issue of the *Journal of the American Chemical Society*.

*Description.*—This supplement is a "directory" of the membership of the society.

88b-1. *The Boston Medical and Surgical Journal*.

88b-2. *The Blue Book of Information*, supplement to *The Boston Medical and Surgical Journal*, May 31, 1906.

*Description.*—The supplement in this case is, according to the statements of the publishers on page 639 of the May 31, 1906, issue, "to afford the visiting members of the association a quick and easy method of securing such information as they may need regarding those in authority in the various departments of the general organization."

88c. Supplement to the June 2, 1905, issue of the *Democrat*, Savannah, Mo.

*Description.*—This book is the annual financial statement of the receipts and expenditures, etc., of Andrew County, Mo., for the fiscal year ending April 30, 1905, compiled by E. E. Zimmerman, county clerk, and issued as a supplement to the publication mentioned above.

88d. *The Young Ladies' Journal*, September, 1906.

*Description.*—With this number five supplements are issued, four of which (88d-1, 88d-2, 88d-3, and 88d-4) are loose sheets illustrating styles, and the fifth (88d-5), an apparently distinct and separate publication, containing matter relating to current fashions and patterns.

88e. *The American Furrier*, June, 1904.

*Description.*—This publication contains several plates issued as alleged supplements. On pages 51, 53, 54, and 55 will be found miniature "reproductions" on sheets bound in as pages of the publication. The plates therefore are enlargements of illustrations bound in the publication. In connection with this exhibit see also 43a, 43b, and 43c, and the remarks in regard thereto.

88f. *The Muhlenberg News*, July 14, 1905.

88f-1. Supplement to the above.

*Description.*—This alleged supplement is a little advertising dodger usually circulated free by banking institutions to encourage the public to maintain bank deposits, and consists of a little literary matter and some advertising. This particular issue was no doubt circulated as a supplement to this newspaper at the instance of the Home Deposit Bank of Central City, Ky., whose advertisement appears at the bottom of page 8.

88g. Supplement to the February 4, 1905, issue of the *Sunny South*.

*Description.*—The supplement is a prospectus for 1905 of the *Metropolitan Magazine*, of New York, N. Y., and was no doubt printed and furnished by the *Metropolitan Magazine Company*.

88h-1. *The Mercury*, Weimer, Fla., March 17, 1906.

88h-2. Supplement to the above.

*Description.*—The supplement in question is a poster printed on one side, containing an advertisement of Doctor Kent, an eye specialist, and at the bottom a couple of short news items. Circulars similar to this were circulated with other publications at the instance of Doctor Kent.

88i-1. The Times Review, Mount Pleasant, Tex., May 18, 1906.

88i-2. Supplement to the above.

*Description.*—This alleged supplement consists of a speech of Thomas M. Campbell, candidate for governor of Texas. It was furnished to numerous newspapers in Texas for distribution therewith as a supplement thereto.

88j-1. The Weekly Enterprise, May 31, 1906.

88j-2. Supplement thereto.

88j-3. Corsicana Democrat and Truth, May 17, 1906.

88j-4. Supplement thereto.

*Description.*—These publications contain as a supplement a copy of a speech by O. B. Colquitt, a candidate for governor of Texas, and were probably furnished free for circulation with these publications. In the case of The Weekly Enterprise this matter was issued as a supplement. In the case of the Corsicana Democrat and Truth it was issued as a page of the paper.

88k-1. The Centerville Daily Citizen, April 6, 1906.

88k-2. Supplement to the above.

*Description.*—This supplement contains a speech by Secretary Shaw and certain ready-print matter to fill in the space not used. It was printed by the publisher of the Centerville Daily Citizen and was used only as a supplement to that publication.

#### EXHIBIT 89.

89a-1. The Independent, June 8, 1905.

89a-2. Supplement to the above.

89a-3. The Independent, October 5, 1905.

89a-4. Supplement to the above.

*Description.*—The matter in the supplement to the June 8 issue is the laws of the State of Maine, the supplement (89a-2) being in newspaper form except that the sheets are larger than the regular pages of the publication. The supplement (89a-4) to the issue of October 5, 1905, contains the public acts and resolves of the State of New Hampshire and is printed in the form of a book or pamphlet.

89b-1. The Harford Democrat, May 4, 1906.

89b-2. Supplement thereto.

*Description.*—The supplement to this publication contains certain of the general laws of the State of Maryland and some ready-print matter, which is used as a "filler." On page 2 of the publication proper the publisher has printed the first two lines of the public act and has there stated that the matter was continued in the supplement. Not only is the matter continued as stated, but the first two lines appearing in the publication proper are *reproduced in the supplement*. The publisher claimed that by having these two lines in the copy of the publication it was manifest that the "supplement" was necessary to complete that issue.

#### EXHIBIT 90.

90a-1. A page of the May, 1906, issue of Machinery, on which reference is made to a "data sheet" (90a-2) which was issued as a supplement to the issue.

90a-2. Data sheet referred to.

90a-3. "Data sheet."

90a-4. Data sheet.

90a-5. Data sheet.

*Description.*—90a-3, 90a-4, and 90a-5 show the changes made by the publisher in order to bring the "data sheet" within the requirements of the law as to supplements. In connection with 90a-5 see the article which was prepared for the purpose of carrying as a supplement to the publication the "data sheet" to which it refers, which article it was proposed to insert in the publication. The publishers desired to furnish "data sheets," and they kept at this Department until they found a way to do it. The repeated submission of the "data sheets," each slightly changed from the previous sheet, illustrates the practice of publishers of submitting again and again certain matter for the purpose of enabling them to mail the same with their publications at the second-class rates, such changes having been made before resubmission in the thing previously submitted as will in their opinion bring the matter which they desire to circulate barely within the requirements of the law.

Manifestly a law, the terms of which require interpretation by an expert, can not be satisfactorily and equitably administered in the thousands of cases which are constantly arising at the various post-offices. This case (Ex. 90) illustrates the difficulty of determining, under existing law, what is and what is not a legal supplement.

## EXHIBIT 91.

91a-1. Supplement to The Pharmaceutical Era, July 25, 1901.

91a-2. The Pharmaceutical Era, February 13, 1902, sections 1 and 2.

91a-3. The Pharmaceutical Era, October 27, 1904.

91a-4. The Pharmaceutical Era, April 27, 1905.

*Description.*—The first (91a-1) of the above issues shows a price list of druggists' sundries issued as a supplement. The second (91a-2) shows an issue published in two sections—one section (section 1) containing the news matter, and the other (section 2) containing the price-list matter which was formerly issued as a supplement. The third (91a-3) shows an issue of the publication in which the price-list matter is bound in with the news matter. The fourth (91a-4) shows the publisher returning to the idea of issuing the publication in sections (the news section has been inadvertently misplaced), section 1 being the cover section, section 2 the news section, and section 3 the price list.

This case illustrates the thing which is held to be not legal in a certain form coming back in another form.

IX. "Provided, That nothing herein contained shall be so construed as to prohibit the insertion in periodicals of advertisements attached permanently to the same."

All advertisements in periodicals must be permanently attached thereto by binding, printing, pasting, or otherwise, and the sheets containing the same must be of the same size as the pages of the publication.

2. Advertisements printed on sheets exceeding the size of the regular pages are inadmissible, though folded to the size of the regular pages. (Sec. 461, P. L. & R.) Exhibits 92a to 92c, inclusive.

## EXHIBIT 92.

92a. The Grand Rapids Furniture Record, June, 1906.

*Description.*—Between pages 32 and 35 is an advertisement twice the size of the other advertising pages in the publication.

92b. The Eff-Eff Magazine.

*Description.*—Between pages 54 and 55 of this publication is an advertisement "tipped" in the publication on a piece of card board less than one-half the size of the usual pages of the publication.

92c. The Ecclesiastical Review, December, 1901.

*Description.*—The front cover of his publication is a flap which folds over, making the page larger than the other pages of the publication.

Cases of this kind are frequent and prove very troublesome. In view of the provisions of the postal regulations (section 461, Postal Laws and Regulations, edition of 1902) that the advertising pages of a publication must be of the same size as the other pages of a publication, and that advertisements printed on sheets exceeding in size the regular pages are inadmissible though folded to the size of the regular pages, what corrective action should be taken in the above instance, and what is the legal rate of postage in such cases?

X. "Addition to the original print." (Exhibits 93 to 103, inclusive.)

"Mailable matter of the second-class shall contain no writing, print, or sign thereon or therein in addition to the original print, except as herein provided, to wit: The name and address of the person to whom the matter shall be sent, index figures of subscription book either printed or written, the printed title of the publication and the place of its publication; the printed or written name and address without addition of advertisement of the publisher or sender, or both, and written or printed words or figures, or both, indicating the date on which the subscription to such matter will end, the correction of any typographical error, a mark except by written or printed words, to designate a word or passage to which it is desired to call attention; the words "sample copy" when the matter is sent as such, the words "marked copy" when the matter contains a marked item or article. And publishers or news agents may inclose in their publications bills, receipts, and orders for subscriptions thereto, but the same shall be in such form as to convey no other information than the name, place of publication, subscription price of the publication to which they refer and the subscription due thereon." (Act of Jan. 20, 1888, chap. 2, 1 Supp., 577 R. S. 3886—section 462, Postal Laws and Regulations.)

## EXHIBIT 93.

- 93a. The Randall News, Randall, Kans., November 2, 1905.
- 93b. The Lane Pioneer News, Lane, S. Dak., June 21, 1906.
- 93c. Hartford Times-Herald, Hartford, Ala., June 9, 1905.
- 93d. The Weekly Advertiser, Elmira, N. Y., July 7, 1905.
- 93e. The Farmersville Times, Farmersville, Tex., May 6, 1905.
- 93f. The Wellsville Optic News, Wellsville, Mo., April 20, 1906.
- 93g. The Aurora Advertiser, Aurora, Mo., February 16, 1906.
- 93h. Breckenridge Telegram, Breckenridge, Minn., April 9, 1905.
- 93i. Saturday Union Record, St. Louis, Mo., June 9, 1906.
- 93j. Weekly Statistical Sugar Trade Journal, New York, N. Y., March 22, 1906.

*Description.*—All of the above publications contain advertisements on sheets sometimes printed on one side, or on both sides, or on yellow, green, or some other colored paper. There is some feature of each such sheet that raises the question whether or not it is, as a matter of fact, an integral part of the paper.

## EXHIBIT 94.

Los Angeles Examiner (March 5, 1905), with which was inclosed a so-called plastograph. (Copy of publication not given, but plastograph submitted.)

*Description.*—This plastograph outfit consists of a colored illustration and a piece of cardboard with two holes cut through, over which is pasted pieces of colored isinglass. The illustration is to be looked at through this pair of spectacles.

## EXHIBIT 95.

95a. General information (Sept. 1, 1902).

*Description.*—With a copy of this publication the publisher inclosed a blank money-order application (see p. 8).

## EXHIBIT 96.

96a. Manhattan Mercury (May 10, 1905).

*Description.*—To this copy of the publication, in connection with an advertisement, was attached a folded illustration. When opened another illustration was disclosed.

96b. Motor (July 19, 1906).

*Description.*—Between pages 56 and 57 of this publication the publisher attached a touring map of Long Island. It was understood that a map of a certain locality was to be inclosed and given away free with each issue of the publication.

## EXHIBIT 97.

97a. Both Sides (June 14, 1906) Minneapolis, Minn.

*Description.*—Around the publication proper is thrown an eight-page cover consisting of advertisements.

97b. Wheelock's Weekly (December 14, 1906), Burgess Falls, Minn.

*Description.*—Around the Christmas issue of this publication the publisher desired to place a four-page cover consisting of illustrations and advertisements like the exhibit submitted.



## EXHIBIT 98.

98a. Inland Architect and News Record (October, 1905).

*Description.*—This publication consists of some text and 14 loose plates bearing illustrations of buildings. These plates are listed on page 36 of the publication under the caption "Our illustrations."

## EXHIBIT 99.

99a. Sunday Magazine of New York Tribune (June 3, 1906).

99b. Sunday Magazine of Philadelphia Press (June 17, 1906).

Are the above copies of the Sunday Magazine integral parts of the publications with which they are identified or are they under the law additions to the original print unauthorized by law?

99c-99d. Copy of the Brooklyn Medical Journal (July, 1906), with which was issued a classified sanitarium directory (105d) as a section thereof.

*Description.*—This classified sanitarium directory is a compilation by States of sanitariums, interspersed with illustrations. It appears to be a mere book. The publisher claims the right of sending this directory at the second-class rates by reason of his having designated it as a "section" of the issue.

99e-99f. A copy of the Financial Age (January 23, 1905), submitted to the Department as a "dummy," from which to obtain a ruling in regard to the section designated "Section two, Bank Statement Section" (99f), being accepted as a "section" of the publication.

*Description.*—This "Bank Statement Section" is a compilation of official statements of the condition of all the national banks of New York City, as made by the Comptroller of the Currency. The publishers were prompted to ask this ruling because the Department had held that the alleged supplement to the publication in which form this bank statement had theretofore been issued was not a legal supplement under the law.

## EXHIBIT 100.

100a. The Columbia Missouri Herald (June 15, 1906).

100b. The Missouri Farmers' Herald (June 15, 1906).

*Description.*—The Missouri Farmers' Herald is an independent publication which the publisher of The Columbia Missouri Herald desired to mail with that publication. He therefore designated The Missouri Farmers' Herald as "Part Two" of The Columbia Missouri Herald.

## EXHIBIT 101.

101a-1. The Alabama Beacon (April 11, 1906).

101a-2. The campaign section of The Alabama Beacon.

101b-1. The Tuscaloosa Times Gazette (April 18, 1906).

101b-2. Campaign Section of The Tuscaloosa Times Gazette.

*Description.*—Both of the above papers contain a campaign section, circulated in the interest of Richmond Pearson Hobson, a then candidate for Congress. The subject-matter in each section is identical.

101c-1. The Maud Monitor (June 29, 1906), Maud, Okla.

101c-2. Four pages of ready-print matter furnished by the American Mutual Newspaper Association.

*Description.*—Four pages of this publication consist of ready-print matter furnished free by the American Mutual Newspaper Association. This same matter appeared with other publications. In this particular case the publisher failed to identify it as a "part" or "section" of the paper, as is customary when this kind of matter is used.

101d-1. The Gastonian News (December 15, 1905).

101d-2. The Record (January 15, 1906).

*Description.*—A four-page insert, three pages of which are printed by J. Edgar Poag, a real-estate broker, is furnished to various country newspapers for circulation therewith. This sheet was included with the copy of the Gastonian News (101d-1) without being in any way identified therewith. Upon question being raised as to the right of the publisher to inclose such sheet with copies of the publication, Mr. Poag changed his practice by having his advertisement bear the title of the publication with which it was to be inclosed and of which it was designed as "Part two," pages 9 to 12. For an illustration of this, see the copy of the Record, Rockhill, S. C., for January 15, 1906 (Exhibit 101d-2).

Was the matter printed and furnished free by Mr. Pong an integral part of the publication with which it was issued in the manner shown by Exhibit 101d-1, or was it an addition to the original print not authorized by the law? And was it, by reason of merely being designated as a "part" or "section" of a publication, brought within the terms of the statute? This illustrates the devices to which a publisher or advertiser will resort in order to circulate advertising matter with the newspaper.

## EXHIBIT 102.

An envelope containing an exhibit of 22 pieces showing a variety of questions arising in determining what is and is not permissible under the terms of the existing statute in a subscription blank. Some of these were regarded as within the requirements of the law, others were not.

- 102a-1. Grain Man's Guide.
- 102a-2. Sequachee Valley Times.
- 102a-3. Cissna Park Weekly Express.
- 102a-4. Hay and Grain Reporter and Grain Man's Guide.
- 102a-5. St. Lukas Bote.
- 102a-6. The Jewish Orphan Asylum Magazine.
- 102a-7. Talks and Thoughts.
- 102a-8. American Motherhood.
- 102a-9. Little Folks.
- 102a-10. Fashion World.
- 102a-11. Health Culture.
- 102a-12. Men and Women.
- 102a-13. The Indianapolis Morning Star.
- 102a-14. Holston Christian Advocate.
- 102a-15. The Leavenworth Times.
- 102a-16. Cotton.
- 102a-17. The World's Morning Watch.
- 102a-18. East Oregonian.
- 102a-19. The Mining Investor.
- 102a-20. American Baptist Publication Society Publications.
- 102a-21. The Ohio Farmer.
- 102a-22. Northwest Farm and Home.

## EXHIBIT 103.

An envelope containing exhibits of pages from 12 different publications containing coupons. These coupons are furnished in connection with advertisements for the purpose of being detached and sent back to the advertiser with a message. They are the equivalent of letter sheets. The existing law requires that all advertisements in periodicals be permanently attached to the same.

XI. "Enlarged editions." (Not provided for by law.) (Exhibits 104 to 105 inclusive.)

## EXHIBIT 104.

104a-1. The West Coast Trade, Tacoma, Wash. (January 1, 1906) ; fourteenth annual number).

104a-2. The West Coast Trade (January 4, 1906).

*Description.*—The January 4 issue (104a-2) shows this publication as it is ordinarily issued. The January 1st issue (104a-1) shows an enlarged issue, consisting of display advertisements and "write-ups" (textual advertising) and illustrations of Tacoma.

104b-1. Tobacco (May 3, 1906).

104b-2. Tobacco (May 10, 1906).

*Description.*—The May 3 issue (104b-1) shows the publication as it usually appears. The May 10 issue (104b-2) shows an enlarged number of the publication, consisting largely of display advertisements and advertisements in the nature of "write ups."

104c-1. Bonfort's Wine and Spirit Circular (December 25, 1904).

104c-2. Bonfort's Wine and Spirit Circular (January 10, 1905).

The questions to be decided in each of the above cases are: (1) Is the enlarged number a real issue of the publication? (2) If the enlarged number is regarded as being in fact an issue of the publication, is it designed for advertising purposes and should copies thereof be accepted for mailing as bona fide sample copies of the publication? (3) Are such copies fairly representative samples of regular issues?

## EXHIBIT 105.

105a-1. The Youth's Companion, October 26, 1905. (Regular edition.)

105a-2. The Youth's Companion, October 19, 1905. (Enlarged edition.)

*Description.*—The October 26, 1905, issue (105a-1) is fairly representative of the publication as it usually appears. This matter is made up as follows:

Total pages.....	16
Pages of text and illustrations.....	11
Pages of general display advertising.....	5

The October 19, 1905, issue (105a-2) is an enlarged edition, made up as follows:

Total pages.....	52
Pages of text and illustrations.....	7
Pages of display advertising.....	7
Pages of publishers' advertising.....	38

A comparison of the two issues results as follows: In the regular issue the text comprises 11 pages and advertising 5 pages, or 31 per cent of the whole issue, while in the enlarged premium-list issue the text has been reduced to 7 pages, the advertising increased to 45 pages, or 86 per cent of the whole issue, and of these 45 pages of advertising 84 per cent is advertising of the publisher concerning his premium list. This advertising of the publisher's business, which constitutes 84 per cent of the total advertising in the issue, would, if sent otherwise than in the publication, pay at least 8 cents a pound, but by including such matter in the publication it is carried at a cent a pound.

The same questions arise in this case (105a-1 and a-2) as in 104.

This case is a good illustration of how it is possible for a publisher by reason of his being a publisher to circulate his advertising matter at the rate of 1 cent a pound, whereas another citizen would have to pay at least 8 cents a pound.

105b-1. The Bulletin, Nashville, Tenn., February, 1906.

105b-2. The Bulletin, Nashville, Tenn., July, 1906.

*Description.*—The February, 1906, issue of the publication (105b-1) is fairly representative of the publication as it regularly appears. The July, 1906, issue (105b-2) is an enlarged edition consisting of the by-laws and constitution of the society publishing the publication, and a list of the officers and members thereof. The constitution and list comprise 164 pages, or 90 per cent of the whole.

The reason for publishing this constitution and list of members is fully set forth on page 2 (inside the front cover of 105b-2) of the publication. One of the main reasons is stated as follows:

"That if the book is to be kept in the desk of the member or carried in his gripsack, it may as well be printed of the size of The Bulletin and sent out at the pound rate of postage."

This matter was heretofore sent out in book form at the third-class rate. By binding it in the publication the publisher is enabled to mail it at the pound rate.

Substantially the same questions as arise in previous case must be determined; this case illustrates particularly how a publisher (a society) by reason of his being such, has the privilege of circulating a directory of the membership of a society at the pound rate of postage.

XII. Merchandise in Periodicals. (Exhibits 106-a to 106-c, inclusive.)

## EXHIBIT 106.

106a. St. Paul Trade Journal, St. Paul, Minn., December 9, 1905. (See page 12.)

106b. Walden's Stationer and Printer, September 11, 1905. (See page 29.)

106c. The American Printer, New York, February, 1902. (See cover and page 44.)

106d. The International Printer, Philadelphia, Pa., August, 1905. (See pages 92, 104, and 152.)

106e. New England Stationer and Printer, Holyoke, Mass., July 10, 1903. (See cover and article on page 28 in regard thereto.)

*Description.*—The above publications show the practice of publishers in including in their publications samples of paper (merchandise) and mailing the same at the pound rate of postage. This matter sent otherwise than in a copy of a publication would be subject to the rate of 1 cent an ounce.

#### EXHIBIT 107.—*Herbert's Magazine.*

107a-1. October, 1903.

107a-2. May, 1904.

107a-3. August, 1904.

*Description.*—This case illustrates the variety of forms in which not infrequently a publisher issues his publication. This publisher started issuing by using the so-called "Brooks ready print service" (see 107a-1). The magazine consisted of a publication of about 75 pages, 9½ by 7 inches. The form was then changed (see 107a-2) to a magazine of 16 pages, 11 by 16 inches in size, and later the magazine was again changed (see 107a-3) to one of 32 pages, 4½ by 6 inches in size.

#### EXHIBIT 108.

108a. Religious Education, August, 1906.

108b. The Saturday Blade, March 10, 1906.

108c. The Chicago Ledger, September 1, 1906.

108d. Hearst's American Home and Farm, April 26, 1906.

(All of the above entered at Chicago, Ill.)

*Description.*—The first (108a) of the above publications is a monthly, and when addressed for delivery in Chicago each copy is subject to postage at the rate of 2 cents each, inasmuch as it weighs in excess of 2 ounces. The other publications (108b, 108c, and 108d) are of the mail-order type and contain the usual large amount of advertising, and when addressed for delivery in Chicago, are being weeklies, only subject to postage at the pound rate. The above shows the discrimination in the law against publications issued other than weekly.

XIII. The following exhibits (109 to 114, inclusive), illustrate a few of the questions arising under the act of July 16, 1894, which reads as follows:

PUBLICATIONS OF FRATERNAL SOCIETIES, EDUCATIONAL INSTITUTIONS, ETC.—All periodical publications issued from a known place of publication at stated intervals and as frequently as four times a year by or under the auspices of a benevolent or fraternal society or order organized under the lodge system and having a bona fide membership of not less than 1,000 persons, or by a regularly incorporated institution of learning, or by or under the auspices of a trades union, and all publications of strictly professional, literary, historical, or scientific societies, including the bulletins issued by State boards of health, shall be admitted to the mails as second-class matter and the postage thereon shall be the same as on other second-class matter and no more: *Provided further*, That such matter shall be originated and published to further the objects and purposes of such society, order, trades union, or institution of learning, and shall be formed of printed paper sheets without board, cloth, leather, or other substantial binding, such as distinguish printed books for preservation from periodical publications. (Act of July 16, 1894, ch. 137; 2 Supp., 1906.)

#### EXHIBIT 109.

109a. Classical Journal, published by the University of Chicago, June, 1906.

109b. Classical Philology, published by the University of Chicago, July, 1906.

109c. The University Record, published by the University of Chicago, April, 1906.

*Description.*—Each of the above publications might be regarded as having the characteristics of periodical publications, as defined by the Supreme Court of the United States, as follows: "A periodical, as ordinarily understood, is a publication appearing at stated intervals, each number of which contains a variety of original articles by different authors, devoted either to general literature of some special branch of learning or to a special class of subjects."

## EXHIBIT 110.

110a. Weekly News Letter of the University of California, Berkeley, Cal. No. 26, July 13, 1906.

*Description.*—The alleged publication consists of three typewritten pages and is, as the name of the publication signifies, a "letter" of the University of California. Admission of this publication was sought on the ground of its being a periodical publication entitled to entry under the act of July 16, 1894, on account of the University of California being a "regularly incorporated institution of learning" and this being one of its publications.

110b. University News Letter, Saturday, August 20, 1904.

*Description.*—This "letter" is published weekly by the University of Missouri, at Columbia, Mo., and is a hectograph or mimeograph copy of an article and was offered for entry as being an issue of a periodical publication entitled to entry under the act of July 16, 1894, on account of its being published by the University of Missouri as a regularly incorporated institution of learning.

## EXHIBIT 111.

111a. C. A. C. Bulletin, October–December, 1905.

111b. C. A. C. Bulletin, April–June, 1905.

111c. C. A. C. Bulletin, October–December, 1904.

111d. C. A. C. Bulletin, July–September, 1903.

*Description.*—The above are all issues of an alleged publication entered as second-class matter under the act of July 16, 1894. 111a consists of a red card 6 by 3½ inches in size. 111b consists of a little folder of 28 pages ¼ by 3 inches in size. 111c consists of a pamphlet of 8 pages 9 by 6 inches in size. 111d is the College Annual Catalogue, consisting of about 160 pages.

The question for the Department to determine is, Are all of these issues of one publication, and is such publication a "periodical?"

EXHIBIT 112.—*Bulletin of Yale University.*

112a. October, 1905.

112b. June, 1906.

112c. August, 1906.

112d. December, 1904.

*Description.*—The above four exhibits are issues of one periodical publication and are unlike in physical features, the matter contained in the October, 1905 (112a), issue being a catalogue of the academical department of Yale College contained in 231 pages; the June, 1906, issue (112b) being the annual report of the president of Yale College contained in 210 pages; the August, 1906, issue (112c) being the annual report of the librarian of Yale College contained in 26 pages, and the December, 1904, issue (112d) being the annual general catalogue of the institution with 767 pages—four annuals.

The remarks made in connection with Exhibit 111 apply in this case.

## EXHIBIT 113.

113a. Bulletin of the University of Mississippi.

113b. New York University Bulletin.

*Description.*—These publications illustrate the remarks made in connection with Exhibit 112.

EXHIBIT 114.—*The George Washington University Bulletin.*

114a-1. Cover section.

114a-2. Part 1.

114a-3. Part 2 and catalogue number.

*Description.*—The above exhibits show the practice of the publisher of a college publication issuing the same in alleged parts or sections. This is the only attempt coming to the attention of the Department on the part of the publisher of a publication entered under the act of July 16, 1894, to issue the same in so-called parts or sections.

The CHAIRMAN. If any gentlemen who are present before the Commission desire to submit any question to Mr. Madden, this will be a convenient time for him to answer them.

Mr. O. J. Victor appeared before the Commission.

The CHAIRMAN. Whom do you represent?

Mr. VICTOR. I can not say I represent any organization, but I hope I will be permitted to ask Mr. Madden a question or two.

The CHAIRMAN. Proceed.

Mr. VICTOR. Mr. Madden, you said, what has been repeated over and over again, that the cost of carriage is 7 cents a pound, and you base all of your estimates, I infer, upon that figure. We have never been able, in all of our work upon the subject, and I have been engaged in it a long, long while, to ascertain why you name 7 cents as the cost of carriage. Upon what data do you base that sum of 7 cents a pound for carriage?

Mr. MADDEN. I have not with me, Mr. Chairman and members of the Commission, the papers on which this tabulation was made, and exactly what items were taken into account; but the mail service of the country is provided for carrying four classes of mail matter—

Senator CARTER. Permit me to interrupt you. Did I understand you to say "carrying" or "handling"?

Mr. MADDEN. I mean handling

Senator CARTER. There seems to be a confusion of terms.

Mr. KRACKOWIZER. He said 5 cents for the carriage and 2 cents for the handling.

Mr. MADDEN. It has been estimated that way.

Mr. KRACKOWIZER. That is the same question. How do you get at the figures?

Mr. MADDEN. I understand by comparing the revenue and the volume of matter carried. The service is maintained for handling four classes of matter. They yield a certain revenue. The average cost per pound is about so much.

Mr. VICTOR. Let me ask you a further question. You will excuse me for questioning you on this matter, but I think it is an important point. A previous Commission was appointed by Congress, which investigated this question very, very thoroughly. It held meetings all over this country at five different points. It published a report comprised of three large octavo volumes containing the summary of all the evidence offered. It employed the professor of economics in the Ann Arbor University to investigate this very question which I propound, and his conclusion, as stated in that report, was that the cost of carriage was only 3 cents and a little less than three-fourths of a cent a pound. That was the conclusion of the expert called upon by that Commission to investigate that question.

Senator CARTER. Mr. Victor, did he reach the conclusion that the actual cost of carriage was 3 cents per pound or that the amount paid for carriage was 3 cents per pound?

Mr. VICTOR. He estimated that to be the cost of carriage by the railroads. It was in justification of the charge that the railroads were overcharging the United States Government for its service, and he was called upon to determine that—whether the United States Government overpaid the railways for their service. He announced that the cost of carriage was 3 cents and a little less than three-quarters of a cent per pound, and the inference naturally was, of course, by all parties, that any sum in excess of that was an overcharge to the United States Government for the carriage of mail.

Senator CARTER. Then he did not take issue with the proposition that the amount paid was 5 cents per pound, but reached the conclusion that the amount should be 3 instead of 5 cents per pound for carriage?

Mr. VICTOR. That was in reply to the question of the Commission as to the actual cost of the carriage of that matter to the railways themselves.

Mr. GLASGOW. I desire to ask Mr. Madden a question or two.

The CHAIRMAN. Mr. Glasgow, will you state to the stenographer your full name and residence?

Mr. GLASGOW. I represent in this matter the Periodical Publishers' Association. My name is William A. Glasgow, jr., and I live at Philadelphia.

Mr. Madden, there are one or two questions I want to ask you. I understand that these exhibits you have shown us are for the purpose of indicating to what extent evasions of the postal laws, as you construe them, are attempted. Is that the idea about it?

Mr. MADDEN. Partially.

Mr. GLASGOW. And this represents, as I understand, a very small proportion of such character of evasion and troublesome matters that are presented to the Department?

Mr. MADDEN. Yes, sir.

Mr. GLASGOW. Where is the difficulty in the Department passing upon these questions as evasions?

Mr. MADDEN. Uncertainty of the law, lack of sufficient force to catch them in time to charge the legal rate. If we rule against them in one form they appear in another, as the exhibits show.

Mr. GLASGOW. But the point I want to direct your attention to is this: Is there any difficulty, with the view you have of the interpretation of the law—which I am not prepared to say is not the correct interpretation of it—in your determining in your own mind satisfactorily that these are evasions of the law?

Mr. MADDEN. I have been taught, by experience, to rule on individual cases; not to make any general statements of that kind. Some might fall just within; some just without.

Mr. GLASGOW. We are not sparring with each other about this. What I want to know is, have you not your own views, well defined, as to whether these are evasions or not?

Mr. MADDEN. Yes, sir.

Mr. GLASGOW. What is the difficulty with your enforcing your views?

Mr. MADDEN. I think the difficulty was made clear as I went along.

Mr. GLASGOW. I did not just understand it.

Mr. MADDEN. That was what I was aiming to do—to give you the difficulty. I would have to go over that again.

Mr. GLASGOW. I do not mean that at all. I mean if you knew that a newspaper every week was offering to the mail these tremendous volumes of papers and evading the law, what is the difficulty in your stopping them?

Mr. MADDEN. The difficulty, first, is to catch them, and then to rule on the particular case.

Mr. GLASGOW. That is always the trouble.

Mr. MADDEN. I explained one case that took us three months and a

half to find out whether there was a legitimate list of subscribers or not.

Mr. GLASGOW. Just take one illustration. Probably I do not understand you. I refer to the law which prevents putting handwriting upon newspapers. You do not have any difficulty particularly in that as far as the enforcement of the law is concerned, do you?

Mr. MADDEN. Not when we find it.

Mr. GLASGOW. I mean you would not suppose there was a general infraction of that provision of the law?

Mr. MADDEN. Not as to writing; no.

Mr. GLASGOW. That is just as difficult to detect as the question presented here of one of these folders being inside wrapped up. What is the difference in your capacity to enforce one and not the other? That is what I wanted to understand.

Mr. MADDEN. The question is this: We have to take, under a strict interpretation of that law, each copy as it comes into the post-office and find out whether it is written upon or whether there is anything included with it that is not legal to be there. It is an impossible task—the investigation alone.

Mr. GLASGOW. What I mean is this: You say there is no difficulty in enforcing the provision as to writing on second-class matter. I can not understand why there should be any more difficulty, if the Department construes the law and puts its construction upon it, in enforcing that construction than in enforcing its construction that there shall not be writing on the papers. That is what I want to get cleared up if I can.

Mr. MADDEN. To answer that question I would have to go over the whole subject again from beginning to end to show you, in the first place, the difficulty at the various post-offices of the country of making an inspection, and, in the next place, determining whether or not the matter was entitled to go or was excluded by the law.

Mr. GLASGOW. Do you rule on these questions that are presented?

Mr. MADDEN. Yes, sir; when we get them.

Mr. GLASGOW. You have no difficulty in enforcing your rulings, have you?

Mr. MADDEN. I will give you an illustration of that. I am glad you reminded me of it, so that I may. I think probably all the periodical publishers will be interested.

The privilege of second-class matter is confined to the newspaper or the periodical itself. The publisher is not entitled to put in anything except certain things which the law provides for. Lately there has grown up the practice among advertisers of including a little coupon on the advertisement. It is for the convenience of the reader to fill out and send back to the advertiser. That is the equivalent of inclosing a sheet of writing paper. First one publisher put it in a little corner and it passed because we have failed to notice it. It goes on perhaps for years until that particular thing is called to our attention. Somebody else sees it and copies the idea. That somebody else goes the first idea a little better and increases the size of the corner; another makes a square. It goes on that way until it (the coupon or coupons) covers a whole page and sometimes a number of pages. After it has gone on a while attention is called to it, and in this particular case the views of the Attorney-General



were taken to ascertain whether the privilege of the publisher included that of mailing coupons which are the equivalent of letter sheets. He held that the privilege of second-class matter did not permit it; but we told him that in administering the law we did not wish to object to the little corner, because it would be enforcing the exclusion of those coupons against periodicals to a degree which it was at least doubtful whether a similar rule could be enforced against newspapers. The ruling is made under the provision which provides for advertisements in periodicals, not in newspapers. We might arbitrarily rule that no coupon can be mailed at second-class rates. The only effective way is to make a clean sweep, prohibit all.

Then what would happen? Some publisher would not know it. He would put in a coupon innocently. It would go through. We would not feel like taxing him 16 cents a pound on it, because he put it in innocently. Some other publisher sees it and does the same thing because of that example. Then some other one does it, and the thing is multiplied.

Mr. GLASGOW. But, as I understand, the difficulty is not in enforcing. The Department could enforce that opinion of the Attorney-General if it saw fit to do so. That is true, is it not?

Mr. MADDEN. My answer to that is the Department can do anything in that line if you give it the power and the force.

Mr. GLASGOW. Let us get to this case. I do not want to discuss them all at once. In the particular instance you state, in which you have the opinion of the Attorney-General, the Department could enforce that opinion if it desired to do so?

Mr. MADDEN. Yes, sir; if we could catch the individual cases promptly as they arise.

Mr. GLASGOW. Now, I want to know this, Mr. Madden: Do you think that any law automatically can be passed without executive construction to cover all cases like these you have shown here to-day?

Mr. MADDEN. Yes, sir. I think that is something we should not have to inquire about. That is my own view of it. We should not have to inquire whether the coupon is a quarter or a half page or a whole page. It ought to be none of our business, in the matter of fixing postage rates.

Mr. GLASGOW. I was asking at this time about all these things. I want to know if you think it possible to pass any law which of itself will be as you speak of it, self-operating, without the construction of the Post-Office Department as each of these several occasions of evasion may arise.

Mr. MADDEN. Yes, sir; I think there is a possibility of such a statute.

Mr. GLASGOW. Can you tell us how you would get to that?

Mr. MADDEN. Yes; a uniform rate for all printed matter.

Mr. KRACKOWIZER. So that there is no classification at all.

Mr. MADDEN. No classification except letters, printed matter, and merchandise.

Mr. GLASGOW. Then you would eliminate the policy upon which the second class was established?

Mr. MADDEN. We can not carry out the policy. I have made it plain that you can not. The privilege is abused too much.

Mr. GLASGOW. I do not agree with you about that. I am not talking about whether you could carry it out. You would eliminate the

basis upon which second-class matter was established as being beneficial from a literary and educational point of view.

Mr. MADDEN. I say it has come to that stage that we can not operate under such law without an increased force, and such a scrutiny and espionage of every publisher's business as the present laws require is little short of impossible.

Mr. KRACKOWIZER. If this particular question were met, as per instructions of the Attorney-General, and a suit were brought, or you stopped the publication, except on the payment of 16 cents per pound, what do you think would happen? Would not the Attorney-General's ruling probably be knocked out of court? Why is it not brought to an issue? That is the question. It would be very easy to try that by a case that would be so monumentally clear as to show that this publishing business needs construction, or that your construction needs construction; is not that true?

Mr. MADDEN. Possibly.

Mr. KRACKOWIZER. Well, take another case. There are hundreds of cases that might be cited. Take the Sunday Magazine. You know the Sunday Magazine goes out every Sunday with the finest newspapers in the country, and in every issue; you know that perfectly well. Why do you not hold it up and make a test case of it? Just as I said before, you do not want to get a definite decision, because it might knock out all the construction you put on the law.

Mr. MADDEN. If you choose to view it that way, I will not dispute with you.

Mr. GLASGOW. If I may be permitted, I want to ask one or two questions.

Mr. MADDEN. Let me answer that question, please.

Mr. GLASGOW. I did not understand it to be a question. I did not want to get between you gentlemen on that point.

Mr. MADDEN. You are talking of all the construction being knocked out.

Mr. KRACKOWIZER. Well, that is what I believe would be done in case you brought a case like that to trial.

Mr. MADDEN. Perhaps, in answer to that, I might say there have been many attempts to knock out the rulings, and we have only lost in one.

Mr. GLASGOW. That is the point I was coming to.

Mr. KRACKOWIZER. That was the crucial one, and since then you have not made any definition.

Mr. MADDEN. No, sir; it was only as to that one question. The publication upon which the ruling was had was the Official Railway Guide (Exhibit 34d). A single copy weighs 4 pounds and over. It is the official guide of railways and steam navigation lines of the United States, Porto Rico, Canada, Mexico, and Cuba.

Mr. KRACKOWIZER. It was about as rank a case as you could get, was it not?

Mr. MADDEN. In the beginning we made a regulation that a publication would not be considered as a newspaper or periodical unless it consisted of current news or miscellaneous literary matter or both. This publisher brought a test case, and the court said that as the statute did not limit a publication to those particular things, news and literary matter, the Department could not. We are now carrying that publication, and I presume there is not 5 per cent of the

type changed from issue to issue. It is substantially the same thing over month after month.

Mr. KRACKOWIZER. In other words, you made an affirmative decision which was knocked out, and you have never made an affirmative decision since, but left the onus on the publisher.

Mr. MADDEN. If we had said this was not a periodical publication or not a newspaper, the court would not have done a thing. It was simply a technical mistake in the ruling.

Mr. GLASGOW. Mr. Madden, I did not mean to start this discussion by the few questions I was going to ask. What I want to know is well illustrated by what you say, that there have been 40 cases which have arisen in which the Department in all but one has been sustained. The point to which I wanted to direct your attention was that as the Department's rulings have been maintained uniformly, why has that not encouraged the Department to continue its rulings to cover these cases which may arise similar to the ones you have exploited?

Mr. MADDEN. I thought I explained that when I said that as fast as we cured the abuse in one way it developed in another. I showed you a book ruled out as a book coming in as a magazine.

Mr. GLASGOW. What is it now?

Mr. MADDEN. It is a magazine now.

Mr. GLASGOW. Then it is properly in. What is the objection to it?

Mr. MADDEN. I do not say it is properly in.

Mr. GLASGOW. Why do you let it in?

Mr. MADDEN. It becomes a question of ruling again on it now, and we can not rule it out now without covering a great class of publications.

Mr. GLASGOW. You understand I am not criticising, but I am falling in line with the fact that your rulings, having been uniformly sustained by the courts, if pursued would eventually cure the difficulties which arise.

Mr. MADDEN. Yes; if we live long enough.

Mr. GLASGOW. Of course, if you are going to die before you do it, then you do not do it. That is all. What I mean is under any law that is enacted you have to have executive construction of the act. Why is it you do not go on and construe the act as to these papers now?

Mr. MADDEN. Did you hear what I said in the introduction?

Mr. GLASGOW. I listened with a great deal of interest to every word you said, and I can not see why you do not. That is what troubles me. It is an honest trouble, because you understand my situation.

Mr. MADDEN. I believe your question has been answered by what I have said. I would have to go over it again and give you illustrations of the way those things, ruled out in one way, come in in another.

Mr. GLASGOW. One of these papers you had here has a little supplement to it, or something of the kind. You told us what was the fact, that this was presented as second-class matter, and this is a supplement to it. You do not tell us what the Department did about it. What I want to direct your attention to is this: If you think that that is sufficient to bring here as a criticism of the existing conditions, why is it, with the uniform confirmation by the courts of what you have done, you do not rule this out and let them go on?

Mr. MADDEN. Well, we did.

Mr. GLASGOW. Then what is the trouble about it?

Mr. MADDEN. Because it comes up again.

Mr. GLASGOW. You can rule again, can you not?

Mr. MADDEN. Yes; if we catch it.

The CHAIRMAN. Mr. Madden, in the post-office departments of the leading countries of Europe—England, Germany, and France—is there a question of this character in connection with the carriage of periodicals and other printed matter?

Mr. MADDEN. If I am correctly informed, Senator, there is no provision for newspapers and publications.

Mr. GLASGOW. They go by train freight, do they not?

Mr. MADDEN. There is no provision in the postal laws that they shall have any other rate than printed matter.

Mr. GLASGOW. They have shorter distances there.

The SECRETARY. In the English law provision is made for newspapers, but that is carefully guarded and not accorded to any other form of periodicals, so the question does not arise on periodicals generally.

Mr. GLASGOW. In matters of this kind generally, and pretty nearly entirely in some countries, they are carried by freight or some fast process outside of the mails. I think it would be well for Mr. Glassie to state the facts, as he has been engaged in compiling them.

The CHAIRMAN. I wish you would, Mr. Glassie.

The SECRETARY. I would not, offhand, be able to state very much about it, but under the English law there is no such disparity between the rate for a newspaper and the rate for any other printed matter, so there is not that great overpowering inducement to put everything in the periodical form.

In the second place, the newspaper rate, so called, is given to newspapers, and the English office has a regulation in regard to newspapers which gives them a wide discretion in determining what is and what is not a newspaper. But it is distinctly limited to the newspaper in the ordinary English sense of that word.

Representative OVERSTREET. How is the rate?

The SECRETARY. The rate, as I recall it—I could not pretend to remember these figures accurately—for a newspaper is a copy rate, not a bulk rate, at one-half penny a copy, with a weight limit for that initial rate.

In the third place, there is no provision in the English law which permits printed matter in a periodical form other than a newspaper, in the ordinary sense of the word, to have any privilege at all. Printed matter is carried in the parcels post or in the half-penny packet, and it is carried like any other matter, and that printed matter includes all forms of books, whether they are periodical or otherwise, serials, and the ordinary magazine.

Representative OVERSTREET. What is the rate?

The SECRETARY. The rate is rather complicated, because up to a certain limit of weight anything may be sent as a half-penny packet. It is a rate approximately a cent, American, for 2 ounces, and that covers everything practically that is in print. Above the limit of weight then it goes by the parcels post, which is a graduated scale by the pound, beginning with, I think, 11 pounds for 25 cents. The high limit is 11 pounds, and the cost is, I think, 25 cents.

Representative OVERSTREET. Mr. Chairman, I understand Mr. Glassie, the secretary of the Commission, has in process of preparation a compilation which will give the rates of all other countries.

The SECRETARY. Those are the salient points. I do not pretend to give the precise figures, but the system is entirely different from the American system.

Mr. GLASGOW. Mr. Glassie, are not a good many of the publications of that character in England not carried in the mails at all.

The SECRETARY. A great many; yes.

Mr. GLASGOW. They go by train?

The SECRETARY. Exactly.

Mr. GLASGOW. The rates there are the rates of freight established by the railways.

The SECRETARY. Exactly so; they are outside the post.

Senator CARTER. That is substantially true in this country with the large daily papers.

The SECRETARY. Yes; that is true.

The CHAIRMAN. Gentlemen, one of the objects of this Postal Commission meeting in New York was for the convenience of the periodical publishers, it being thought that a very large majority of these publications were issued from this place. The Commission will be in session during this week, more or less, and if any of you desire to make any statements to the Commission, to help them in their inquiry, we will be very glad, indeed, to hear from you.

Representative MOON. General Madden, I want to ask a question. You stated, I believe, that the Government pays 5 cents and gets back 2 cents per pound, second-class matter, did you not?

Mr. MADDEN. No, sir.

Representative MOON. What was your statement in that connection?

Mr. MADDEN. I read from the report of Postmaster-General Smith that the Government paid at least 5 cents a pound for transportation and 2 cents for handling, and got back only 1 cent.

Representative MOON. You have explained to us the trouble in the law. Now, what is your remedy in view of that statement?

Mr. GLASGOW. That is exactly what I want to know.

Representative MOON. In other words, do you recommend an increase of the rate on second-class matter; and if so, to what figure?

Mr. MADDEN. I am giving you my individual opinion now.

Representative MOON. That is all you can do.

Mr. MADDEN. I speak in this matter for nobody but the Third Assistant Postmaster-General. In the postal service it should not be necessary to inquire in order to establish postal rates whether that paper [indicating] contains public or private information or whether it is a part of another or independent of another. The sole question at the post-office should be, is it printed matter? The rate of postage should be fixed so as to cover printed matter, irrespective of whether there is for the thing being sent out a list of subscribers, or whether it is sold at nominal rates, or whether it is for free circulation, or whether it is issued for advertising purposes. Those matters should not be the business of the Post-Office Department. They should be left to the publisher. They are his business. I would fix the rate on all printed matter at about a quarter of a cent for each ounce or fraction to one address, or 1 cent for each 4 ounces or fraction to one

address—4 cents on an even pound. I would ask no question on its entering the mails save the solitary one of whether it is printed matter and would tax the rate accordingly, and I would provide for the expeditious handling of newspapers and periodicals. There would then be no delay while some expert in the Department is determining whether the publication falls in or out of the technical qualifications for matter of that class, investigates and settles the question as to whether the list of subscribers is legitimate, and passes judgment on the numerous metaphysical questions involved in administration of the existing laws. That is one remedy.

Another would be—if we are to keep the special privilege for newspapers and periodicals—to fix a limit for the amount of matter which can be put into a publication—text and advertising. Fix it so that we can measure off the space occupied by each with a tape line. Then every postmaster and every publisher can determine whether the thing to be mailed is of the second-class or not, in so far as the publication itself is concerned.

Representative MOON. To meet the deficiency you recommend an increase in the rate on second-class matter?

Mr. MADDEN. A flat rate on all printed matter is the need of the service for the good of the service, regardless of the deficiency.

Representative MOON. And regardless of the railway mail pay?

Mr. MADDEN. Regardless of everything. I say that in that way we could operate the service satisfactorily. Every publisher would know what his rights were and the limits, if any. Every postmaster would be able to determine off-hand the rate of postage. That would be an ideal condition. Publishers would not have to wait for an answer as to the rate of postage on their mail matter while questions like those which require to be determined under the existing statutes are settled by the Department. Publishers are now sometimes kept on the anxious seat for months awaiting decisions which may wreck their businesses. The present laws are out of date.

Mr. MINER. Then any merchant can send his catalogue just as cheaply from here to San Francisco as I can send an educational periodical devoted to the instruction of the masses. Is that it, Mr. Madden?

The CHAIRMAN. Whom do you represent, Mr. Miner?

Mr. MINER. I represent the commercial college periodicals. I want to ask if John Wanamaker, or any other merchant, can send his catalogue across the country just as cheaply as I can send a periodical devoted to the education of the masses?

Mr. MADDEN. That is a question of your judgment—educating the masses. Somebody else might think you are not educating them at all. Self-appointed educators should pay the freight.

Mr. MINER. The people of this country, who are really the government, are deeply interested.

Mr. MADDEN. A good many people may differ with you as to whether you are educating them, and may not wish to be taxed to carry out your theory of education.

Mr. GLASGOW. Let us take a magazine about which there is no question whether it is educational or not.

Mr. MADDEN. I beg your pardon. There is a question about every one of them.

Mr. GLASGOW. You think none of them is educational?

Mr. MADDEN. There is not one of them but some question is raised about it.

Mr. GLASGOW. Your view is that a catalogue of advertisements should be reduced and the literary magazine should be increased in the mail rate, and they should meet at 4 cents, is that it?

Mr. MADDEN. I answered, when I was asked by Judge Moon, that the rate should be decreased on printed matter in general and increased on newspapers and periodicals (make one class of both) to make administration possible and facilitate the service. I say it should be none of the business of the Post-Office Department to inquire, in the matter of fixing postage rates, whether a publication is educational or not. That is for the man who buys it and for the man who sells it to settle. It should not be required to pass the judgment of some official in the Post-Office Department as to whether it is educational or not. These publications [exhibiting a copy of the Police Gazette (Exhibit 19a) and a copy of the Ladies' Magazine, of Portland, Me. (Exhibit 19)] will be claimed to be educational in their fields. Their publishers will say that a great number of people demand them and find in them elevating literature. They are sold cheap, and their readers, it is said, can not pay \$5 or \$6 a year for the Review of Reviews, or the Atlantic Monthly, or some publication of that kind.

Mr. GLASGOW. You do not meet my question, Mr. Madden. If you take a periodical devoted to literature and educational purposes—now, there may be some doubt about which it is, but suppose you take one that is devoted to those purposes—your proposition is to increase about four times the postage on that magazine and to cut in two the postage on Wanamaker's advertising magazine, so that the two will meet at 4 cents.

Mr. MADDEN. Yes, sir.

Mr. GLASGOW. So you would reduce postage on advertisements and increase it on the others?

Representative OVERSTREET. I would like to ask Mr. Glasgow at this point how he would apply his own questions to a magazine which is devoted in its literary pages entirely to education, but which has more advertising pages than literary pages?

Mr. GLASGOW. I do not object to the advertising.

Representative OVERSTREET. I am asking you how you would apply your question to that case.

The CHAIRMAN. Here is a standard magazine, Mr. Madden. Nearly half of it is advertising, is it not?

Mr. MADDEN. I believe so.

Representative OVERSTREET. I would like to ask you how you would treat that kind of a magazine?

Mr. GLASGOW. I do not know that I understand your question.

Representative OVERSTREET. Suppose we have a magazine, 40 per cent of which is devoted exclusively to a high degree of educational matter of a literary character and 60 per cent to ordinary advertisements.

Mr. GLASGOW. Yes.

Representative OVERSTREET. Ought it to be treated on the ground of literature and education or on the ground of commercialism?

Mr. GLASGOW. I think it ought to be treated as it is now, because

the insertion of the advertisement along with the literature has reduced the cost of it to the people who use it.

Representative OVERSTREET. The literary pages are put in as an excuse, and the advertising is the feature in many cases.

Mr. GLASGOW. No; I think not.

Mr. MINOR. I would like to ask Mr. Madden if there is a purely educational publication in this country that carries 30 per cent—whether they do not all carry less than 30 per cent?

Mr. MADDEN. I gave an illustration—the Iron Age. It is regarded as educational in its field, and I presume it is as good as any periodical devoted to the iron industry.

Mr. MINOR. I do not consider that educational.

Mr. MADDEN. Oh, then there is a difference of opinion. You differ with somebody else. I will guarantee the publisher thinks it is educational.

Mr. COLLINS. I would like to ask Mr. Madden a question.

The CHAIRMAN. Will you state your name and whom you represent, Mr. Collins?

Mr. COLLINS. My name is P. V. Collins. I am vice-president of the Weekly Publishers' Association of America, composed of 4,200 publishers.

I wish to ask Mr. Madden if it is not a fact that the express companies will carry our publications 500 or 600 miles for 1 cent a pound and make a profit on it, and if they can do it why can not the Government do it? They solicit the patronage.

Mr. MADDEN. I do not believe, Mr. Chairman, I am required to answer a question of that kind. I will confess this: If I were running the post-office service as a private institution it would not cost me so much.

Mr. KRACKOWIZER. Then your trouble is with the contract with the railway companies?

Mr. MADDEN. I do not know if there is trouble of that kind. I have said we can not enforce these laws. They are practically nullified.

Mr. COLLINS. Is it not a fact that the express companies will send a pound 500 miles for 1 cent, and is it not also a fact that the average haul is less than 500 miles?

Mr. MADDEN. I think the express companies do solicit business on the rates you have stated, but I do not know that the average haul is less than 500 miles.

Representative OVERSTREET. What would be your suggestion in regard to the distribution outside of the 500-mile limit?

Mr. COLLINS. I presume they would distribute pro rata.

Representative OVERSTREET. You assume in your question that the Government could afford to distribute within the 500-mile limit at a cent a pound. What would be your individual judgment as to the course the Government should take beyond the 500-mile limit?

Mr. COLLINS. I would see no objection to having a zone of distribution.

Representative OVERSTREET. And increase the rates?

Mr. COLLINS. Yes; but the point I wanted to make was in contradiction of the charge that it costs the Government 7 cents a pound to distribute, when the express companies, private institutions, will do it at a profit at a cent a pound.



Representative OVERSTREET. But you admit that is within the 500-mile limit?

Mr. COLLINS. Yes, sir; and that is the average distance within which the Post-Office Department distributes our magazines.

Representative OVERSTREET. Is it your judgment that the average haul is 500 miles for magazines?

Mr. COLLINS. Yes, sir.

Representative OVERSTREET. What is the average haul for a daily newspaper?

Mr. COLLINS. It would depend on what the daily newspaper would be. I would say less than 100 miles. I have no definite statistics as to what the average haul would be. It would be simply a question of judgment.

Representative OVERSTREET. Then, representing your group of periodicals, you would see no objection to the zone system of charging?

Mr. COLLINS. Except that it is contrary to the fundamental principle of our postal laws, I see no objection.

Representative OVERSTREET. We are trying to arrive at a fair conclusion.

Mr. COLLINS. I have no objection to that.

Representative OVERSTREET. What information have you as to the cost of carriage by the express companies beyond the 500 miles?

Mr. COLLINS. I have none at all. I do not know.

Representative OVERSTREET. Then, if it costs, approximately, a cent a pound to carry by express or by mail within 500 miles, the rate would have to be considerably increased to go across the continent. would it not?

Mr. COLLINS. Yes, sir.

Representative OVERSTREET. Would your publications have any objection to that, Mr. Collins?

Mr. COLLINS. I think not, except a few of them, perhaps.

Senator CARTER. Mr. Collins, will you furnish us specific information with reference to the disposition of the express companies generally to carry magazines and periodicals at the rate of 1 cent per pound within a radius of 500 miles and distribute the same to the individual subscribers, whether in the villages or in the country round about?

Mr. COLLINS. I think I could do so by to-morrow.

Senator CARTER. That is a very important point.

Representative OVERSTREET. And may I suggest that you furnish us with some statement as to the expedition of it, whether it is done with the same expedition as the mail?

Mr. COLLINS. I would imagine it is done more expeditiously. They are private corporations. They want business.

The CHAIRMAN. Do the express companies do much of this work of carrying periodicals and distributing them?

Mr. COLLINS. It is a growing enterprise.

The CHAIRMAN. It is a new thought to me. I did not know about it before, and I do not think the Commission did.

Mr. KRACKOWIZER. It is notorious that the book rates, so called, are always cut by the express companies. I can send right out of this town by the express companies magazines or anything else I choose for 2 cents cheaper than you charge.

Representative OVERSTREET. Is there any law against your doing that as much as you choose?

Mr. KRACKOWIZER. No; but that simply shows they will cut under every time and that the charge for carrying our publication is not a just one.

Representative OVERSTREET. Mr. Collins, suppose the Government should exclude from the mail all monthly periodicals, do you believe they would be taken care of by the express companies?

Mr. COLLINS. I never knew a monopoly to charge any less than it had to charge. You can make the express company a monopoly, and of course its prices will go up.

Representative OVERSTREET. Is there only one express company?

Mr. COLLINS. It is said there are four reasons why we do not have a parcels post, consisting of the four express companies.

Mr. GLASGOW. In the southern country there is only one, the Southern Express. If you take this section of the United States there are the Adams and the Baltimore and Ohio Express. If you take the district west of the Mississippi, I think you will find but one.

Representative OVERSTREET. Mr. Collins seems to have considerable information about express matters. I want to know whether in his judgment, with his information, he would expect the express companies to take over this character of transportation if the Government should limit itself entirely to communication.

Mr. COLLINS. No, sir; not at that price. The minute they had the monopoly they would naturally raise the price.

Representative OVERSTREET. Do you think the Government would have the right, under the Constitution, to fix and upset price which they might charge?

Mr. COLLINS. I am not enough of a lawyer to answer a legal question of that kind; but the main point I want to emphasize is that the express company, as a private enterprise, is doing this thing now and making a profit at it.

Representative OVERSTREET. That is, within 500 miles.

Mr. COLLINS. Within 500 miles, which is the average haul that the post-office carries periodicals. Of course there are cases where the post-office carries periodicals clear across the continent. It does the same with letters, but we have a uniform rate, based probably on the average. I do not believe the average haul of periodicals is more than 500 miles.

Representative OVERSTREET. Are you familiar with the publication that Mr. Madden referred to, published in Portland Me.? Do you know that that is loaded in carload lots for points west of the Mississippi River?

Mr. COLLINS. Unquestionably. So are a great many of the larger publications, but offsetting that is the average as based on the distribution of the papers published by the association that I represent—county papers. Their average would probably not be over 10 or 15 miles.

Representative OVERSTREET. I was speaking of the monthly periodicals, not of the county periodicals.

Mr. COLLINS. They are all periodicals. What is sauce for the goose ought to be sauce for the gander.

The CHAIRMAN. How are these periodicals distributed to the subscribers? Do the express companies have carriers at different points?

Mr. COLLINS. I am not able to answer that to-day.

The CHAIRMAN. I wish you would have that data for us to-morrow.

Representative MOON. Do you know how much the express companies pay to the railroad companies as wheelage?

Mr. COLLINS. No; I do not.

Representative MOON. They themselves have to pay the railway companies for carrying.

Mr. COLLINS. They have their own cars.

Representative MOON. But they are carried on the railroad lines.

Mr. COLLINS. I could not answer that question.

Mr. John F. Kelley appeared before the Commission.

The CHAIRMAN. Whom do you represent?

Mr. KELLEY. The National Association of Circulation Managers.

**STATEMENT OF JOHN F. KELLEY, NATIONAL ASSOCIATION OF CIRCULATION MANAGERS.**

The CHAIRMAN. What is your full name?

Mr. KELLEY. John F. Kelley.

The CHAIRMAN. Proceed.

Mr. KELLEY. I want to state for the benefit of the gentleman who has just spoken that he is in error in regard to the individual distribution of magazines by the express companies. The express companies give for the magazine a pound rate of 1 cent a pound for a distance of 500 miles, as the gentleman states. That rate was originally put in force for the morning newspapers of New York City and other cities. The Pennsylvania Railroad Company at the present time gives a 25-cent rate from New York to Philadelphia and a 50-cent rate west of that on all its lines east of Pittsburg. The gentleman is not correct in saying the express companies quote a cent a pound rate for magazines but do not make an equal distribution. Harper's was the first of the pioneers. The Munsey was the first to make a success as an independent news company. Mr. Munsey was primarily responsible for this rate. Mr. Dwyer was Mr. Munsey's agent in Syracuse, N. Y. He would direct a package of magazines to Mr. Dwyer, to go up on the express train, and Mr. Dwyer would call for it. He was not the agent of the express company. He was the agent of Mr. Munsey, and was a news dealer. Mr. Dwyer retailed those magazines and got his profit in that way.

Aside from the mistake the gentleman has made as regards the personal and individual distribution, he is correct. The express companies quote a minimum rate of 1 cent for 500 miles, and there are two rates on the Pennsylvania Railroad. For the New York newspapers they charge 25 cents between here and Philadelphia and 50 cents west of Philadelphia and east of Pittsburg.

Mr. PFEIFFER. Mr. Chairman, I wish to ask Mr. Madden a few questions.

The CHAIRMAN. Whom do you represent?

Mr. PFEIFFER. The Postal Reform League. Mr. Madden, am I right when I state that the Canadian department carries second-class matter entirely free?

Mr. MADDEN. Not to my knowledge.

Mr. PFEIFFER. Do you know that the Canadian government carries the same class of matter for 300 miles for half a cent a pound?

Mr. MADDEN. It would not make any difference to me if I did, but I do not know it.

Mr. PFEIFFER. I am coming to it. Furthermore, you laid so much stress upon the fact that merchandise is included at the rate of 1 cent when it should have been 16 cents a pound.

Mr. MADDEN. I said that, because that is the law.

Mr. PFEIFFER. Very well. I just want to make a comparison. Do you know that the Canadian government permits second-class publications to inclose merchandise at the rate of 1 cent per pound?

Mr. MADDEN. I did not know it.

Mr. PFEIFFER. I have the information at home, and I can show it to you. The question is why you should stand here and plead so strongly in favor of our being so far behind our Canadian neighbors? If we have so much business ability as we have, why should we, in the United States, not be able to do something like what they do?

Mr. MADDEN. My answer to that is that is a question for Congress. I am talking about the laws and the difficulty of enforcing them. I did not make them.

Mr. PFEIFFER. I understand that; but you recommend now as much tax on educational matter as on any other kind of matter.

Mr. MADDEN. That is the way I stated it; yes.

Mr. PFEIFFER. It has been stated on this floor that we pay the railroads 5 cents a pound for hauling all mail matter, while the English Government has the parcels post. The English Government made a contract with the express companies to carry an 11-pound package anywhere in England for 24 cents. What should be the difference in rates between express matter and mail matter? They are handled by the same parties. They are transported by the railroad companies. You will admit, I believe, because you are an honest man, that if we would strike at the railroad companies and only pay them a fair price for doing our work, there would be no need to tax education.

The CHAIRMAN. You think the railroad companies are getting too much compensation?

Mr. PFEIFFER. I never met an intelligent man in the United States yet unless he said so positively.

The CHAIRMAN. Does your association advocate the parcels post?

Mr. PFEIFFER. We certainly do.

The CHAIRMAN. And penny postage?

Mr. PFEIFFER. Surely. We want to serve the people of the United States and let the corporations take care of themselves.

WILLIAM GREEN appeared before the Commission.

The CHAIRMAN. What is your name and whom do you represent?

Mr. GREEN. William Green. I live in New York. I am representing the United Typothetæ of America.

In reply to the question about the express rates, the Government is paying the railroads, as nearly as mathematics can make it, \$8.01 for the same service for which the express companies pay \$2.435.

Mr. GLASGOW. What I want to know from General Madden is, why it is that the Department has not undertaken to establish and promulgate a construction of the law to cover the cases that he has presented?

Mr. MADDEN. When I was on my feet I said much had been done, but that much remained to be done. We are working steadily along the reform lines, making some progress every day. The question is, shall we go on with this reform work or shall we have new and modern laws to govern this class of matter. The work of the Department in conducting the reform is necessarily slow. The reasons have been given; but the work could be expedited by proper increase of force. With our present small force we can not go into the publication offices, as required in administering the existing laws. If we could make sufficient investigations, we would find, I believe, that we are carrying free of postage in the counties perhaps two, perhaps three copies, to alleged actual subscribers to every one copy which should be carried free within the intent and meaning of the law. The law limits the free privilege to "actual" subscribers. What is an actual subscriber? Many of you get your county papers whether or not you have paid your subscriptions. For how long a period can credit be given? That is a question. We can not execute the law in this particular without making an investigation in each individual case, and the worst of it all is that a list of subscribers legitimate to-day may be illegitimate to-morrow, so that, strictly speaking, in an effective administration of this law we would have to be investigating the list of every publication day by day. Such work ought not to be for the Department to do. It is a publisher's private affairs.

Mr. GLASGOW. What I want to know is this: Is there any penalty on sending those publications to people who are not actually subscribers?

Mr. MADDEN. No, sir.

Mr. GLASGOW. Then the trouble you have is in not having a penalty on people who violate the law?

Mr. MADDEN. That is part of it.

Mr. GLASGOW. There is no difficulty in enforcing it?

The CHAIRMAN. The penalty is, to deprive them of the use of the mails.

Mr. GLASGOW. Why do you not enforce the penalty?

Representative OVERSTREET. Mr. Madden, how many different publications are now enjoying the second-class privilege, approximately?

Mr. MADDEN. I could not say positively, but I understand the number is somewhere between 40,000 and 45,000.

Mr. GLASGOW. If I understood you correctly a while ago, the difficulty of the Department in going into the publishing houses of all these independent concerns, and ascertaining definitely the status, is one of the embarrassments you have labored under?

Mr. MADDEN. Yes, sir.

Mr. GLASGOW. Then I understood you to say you want it so that the postmaster could apply his tape line, and tell whether a publication is proper to go through the mail?

Mr. MADDEN. I say that would be an ideal situation; it should not be a question whether it is educational. A little while ago, if I understood you correctly, you said advertising was educational; yet this law prohibits a publication that is primarily designed for advertising. What is primarily designed? Somebody must decide that question in every individual case.

Mr. GLASGOW. That is the point I want to know about, and it is a point I am entitled to know, or I would not ask it. What I want to know is, why the Department has not undertaken to enforce the law, just as you say it has been violated, because they have succeeded every time.

Mr. MADDEN. I stated in the beginning that for many years there was no attempt at all to enforce the law, because it involved such personal hazard, and I stated later that——

Mr. GLASGOW. What do you mean by personal hazard? I do not understand that.

Mr. MADDEN. You will have to construe that as you like.

Mr. GLASGOW. I am trying to get a little information. That is all I want.

Mr. MADDEN. A strict and honest construction and enforcement of the prohibitory clause of the statute, that no publication shall be admitted to the second class if it be primarily designed for advertising purposes, or for free circulation, or for circulation at nominal rates, taking the benefit of the doubt to the Government, would put out 70 per cent of all our newspapers, big and little, everywhere, and I say I would not like to be in the shoes of any man who undertook to enforce that law to the letter of its intent and purpose.

Mr. GLASGOW. What I want to know is, why it is you have not undertaken, in these cases of fraudulent evasion of the law of which you have spoken, to enforce the law as it exists?

The CHAIRMAN. On that point, Mr. Madden, is it not true that you have, in many hundreds, or perhaps several thousands of cases, enforced the law?

Mr. MADDEN. Yes, sir.

The CHAIRMAN. In the last six years?

Mr. MADDEN. Yes, sir.

Representative OVERSTREET. You are obliged to do it in individual cases?

Mr. MADDEN. We are obliged to take each individual case by itself. We took three months and a half in one large case, previously explained. How many could we handle in a year at that rate? If we are going to enforce the law at all we must enforce it uniformly, and each provision is as important in itself as any other. All must be complied with.

Mr. GLASGOW. Mr. Chairman, I am not criticising him for not doing it, but what I want to ascertain, if possible, is whether it is possible for the Department, by the enforcement of the law, to work out a practical construction of it which would eliminate a good deal of this difficulty. What I want to know from the Third Assistant Postmaster-General is whether, by a uniform enforcement of the law, a construction would be worked out which would eliminate a great deal of the difficulty he has presented here. That is my purpose, and it is entirely for information.

Representative OVERSTREET. Mr. Madden, if you were confronted with the necessity of making a construction upon whether a paper was published primarily for advertising purposes, would you not be obliged to take into account the proportion of the advertising to the rest of the periodical?

Mr. MADDEN. It seems to me that such would have to be done.

Representative OVERSTREET. And if you found that proportion showed a greater percentage of purely advertising matter than of other matter, would it have, not necessarily decisive weight, but much weight toward excluding it from the mail?

Mr. MADDEN. It would; much weight.

Representative OVERSTREET. Then have you not found it difficult to enforce this law, lest a too strict enforcement would so overwhelmingly disturb existing conditions that it would be much better to have a statute making plain the administration, rather than limiting it to individual cases?

Mr. MADDEN. I am very glad you express it in that way, Mr. Overstreet. That is what I have been trying to say, but I have not been able to say it as well as you have.

Mr. GLASGOW. Take the case where you said there was  $77\frac{1}{2}$  per cent of advertising and  $22\frac{1}{2}$  per cent of reading matter. Why did you not declare that not to be within the second-class privilege and let the courts say whether you were right or not?

Mr. MADDEN. Because in order to do it, if we are going to be fair, we would have to go on the same rule all along the line, and it would put out of the second class 60 or 70 per cent, and a good many of them are regarded as the best in their lines; and it would not be fair or within reason to attempt to enforce such a rule without notice.

Mr. GLASGOW. There are not 60 or 70 per cent of the publications with  $77\frac{1}{2}$  per cent of advertising?

Mr. MADDEN. No; but we have to have a dividing line, and if you divide on 50 per cent anything over 50 per cent must go out.

Mr. GLASGOW. There is one with  $77\frac{1}{2}$  per cent about which you have no doubt. Why did you not decide that and then bring the scale down as far as the courts would permit it to come?

Mr. MADDEN. How would it look if we took one with 72 per cent of advertising and rule it out and leave another with 65 per cent in?

Mr. GLASGOW. That would be your construction of it, and I would be prepared to accept it.

Mr. MADDEN. And by the time we got to the second one he would have had two or three years' use of the mail while the other man was promptly crushed.

Representative OVERSTREET. Would there be any greater justification in excluding the 72 per cent than in excluding the 50 per cent?

Mr. MADDEN. Not a bit.

Mr. COLLINS. Are not your decisions retroactive in that regard?

Mr. MADDEN. No.

Mr. COLLINS. I would like to illustrate by my experience. Some years ago I bought the Home Magazine, of Washington, D. C., and I wrote down to General Madden and asked him to please investigate to the limit before it came into my possession, because I wanted to move it between issues. I received no reply. I published two issues under the temporary permit issued by the Minneapolis postmaster and was on the verge of publishing the third issue when the postmaster received orders from Washington to require me to make a deposit at third-class rates and to continue making those deposits at third-class rates indefinitely until the Post-Office Department could have time to pass on it.

I inquired how much that would be, and was told I would be required to immediately deposit something like \$8,000 and then

something like \$2,000 or \$3,000 per issue for an indefinite period. I telegraphed to our Congressman, who happened to be on the other side of the political fence from me, and in two or three hours he wired me that he needed my opposition in the next campaign and had fixed the matter. I was never investigated. I have been like the driver who did not try to go near the edge of the hill, and so I have never had any trouble; but I speak of this to illustrate the possibility of the post-office officials going after the rascals, even though they have committed their offense months before. Is not that a practical fact, Mr. Madden?

Mr. MADDEN. No, sir.

Mr. COLLINS. Then why did they hold me up for twenty-four hours and scare me out of a year's growth?

Mr. MADDEN. Mr. Collins gives a good illustration of about what the publishers expect of the Department. He wanted to buy out a publication, but he wanted us to find out all about it first, so he could have a safe venture. We have not a force at hand to administer this law as it should be administered. As I said, if you will give me five or six hundred more men, and turn me loose, untie my hands, I will reduce the deficit; but I think it is better to have a new statute on this subject.

Representative OVERSTREET. Mr. Madden, to what extent is there an increase in these publications entitled to the second-class privilege? How rapidly do they apply?

Mr. MADDEN. Offhand, I should say we had 20 applications a day.

Representative OVERSTREET. For new publications?

Mr. MADDEN. For new publications; yes. Here is one for illustration. It applies for entry with 500, 600, or perhaps 1,000 copies printed, and claims 500 subscribers, which will let it in under the rule that 50 per cent may be circulated as samples. Well, it gets entry, and then it branches out. The publisher goes after subscribers of all kinds. Somebody pays for 500, somebody for 10,000, somebody for 50,000, and the publisher goes down in his pocket and pays for 100,000 himself. Now he has a big circulation and gets high prices for advertising space. What is it? From his standpoint it is devoted to literary and educational purposes, but it is nothing but a combination circular, with not one in ten of the alleged subscribers actually a reader.

Mr. GREEN. Mr. Madden, what is the percentage of second-class matter? Has it increased very materially, according to your figures, in the last ten years?

Mr. MADDEN. It is shown in my annual reports. Do you want me to read it?

Mr. GREEN. It has not, according to the reports of the Postmaster-General, increased in proportion with the rest. It stands in about the same proportion to the rest of the mail as it has stood for fourteen years.

Mr. MADDEN. I explained that as fast as we kill one abuse another bobs up perhaps in another place. It just about balances. The figures as to the actual increase in the weight of the second-class matter is given in the report of the Postmaster-General, and anybody can consult it.

Mr. GREEN. The percentage of increase is not stated there?

Mr. MADDEN. No.



Mr. GREEN. When you say the second class has increased so much you should say, if I may suggest it, that the rest of the mail has increased at the same rate. The ratio of second class to the rest of the mail has not varied a half of 1 per cent in ten years. I think your own reports will justify me in that statement.

Mr. MADDEN. I think I stated that in 1901 the report of the Postmaster-General showed that second-class matter was about 60 per cent, and the report I have read here to-day was 67 per cent.

Mr. GREEN. The percentage remains the same. Mr. Madden, might I ask you if you consider that the second class has any effect upon revenue received from the first class?

Mr. MADDEN. I would answer that question with this statement. I realize that advertising brings returns of first-class matter, but it does not make any difference at what rate the advertising is carried out in the mails. There would be just as much return from first-class matter, no matter what rate is charged on the advertising. It is not necessarily advertisements carried at a cent a pound that produce first-class revenue. It does not make any difference whether they go at 1 cent or 16 cents a pound. The argument is made that if it were not for second-class matter there would hardly be any first-class matter at all. I say that the business houses of the country which advertise now, if they can not advertise at a cent a pound, will pay whatever the rate may be and advertise and do business just the same and will get just as much first-class matter.

Mr. GREEN. I think you are right, provided the rate is not prohibitive.

Mr. GLASGOW. Permit me to ask you one other question. You suggested an increase to 4 cents a pound. Why do you fix that sum?

Mr. KRACKOWIZER. You are losing 3 cents all the time.

Mr. MADDEN. I think my statement is that the third-class matter was only about 14 per cent of the bulk of the mail, and a reduction on 14 per cent of the mail and an increase on 67 per cent would be pretty nearly in favor of the Government on the rate question. I can not tell you just why I fixed 4 cents, but I believe that these questions that we have to consider and determine, such as I have described, ought not to enter into the questions of classification and rates at all; that it should be a question that a postmaster can decide offhand, whether it is a letter or whether it is a piece of printed matter or a piece of merchandise.

Mr. GLASGOW. I understand that perfectly well, and I am trying to get information. I understand you think there should be no difficulties of classification. What I want to understand is why you fix 4 cents as the rate instead of 2 or 1 or 3 or 6 or 7 or 10? What is the reason that induces you to put it at 4?

Mr. MADDEN. Because I believe that would fairly compensate the Government for the handling of the matter and asking no questions as to whether it is primarily designed for advertising or whether it has subscribers or whether it is educational or whatever it is, save that it is printed matter.

Mr. GLASGOW. Is that a guess?

Mr. MADDEN. Yes; a good deal of a guess.

Mr. COLLINS. It would still be a subsidy on the printed matter, would it not?

Mr. KRACKOWIZER. Three cents' worth.

Mr. MADDEN. It would be a subsidy on all printed matter, though, if it costs more than that to handle it.

Mr. GLASGOW. Is that based on any calculations or any figures you have? I want to get some definite information that will enable us to know where we stand.

Mr. MADDEN. That is based on calculations, yes; but the basis for the calculation I can not give you now, because it was made some time ago, and I do not have it in mind.

Mr. GREEN. Was it not your basis at that time that increasing the rate to 4 cents would cover the deficit at the time you made that estimate, which was about a year ago, was it not?

Mr. MADDEN. No, sir; it was a long time ago.

Mr. GREEN. I think the statement was that if the rate had been 4 cents, it would have quadrupled the income on second class and it would have about covered the deficit.

Mr. MADDEN. Perhaps so.

Mr. GLASGOW. Is it your idea that the 4 cents will cover the deficit or that the 4 cents is the cost of the Government?

Mr. MADDEN. It is pretty nearly to the approximate cost. Our figures are probably high, because we can not get exactly at the true cost. That is the difficulty.

Mr. GLASGOW. Your idea is that the 4 cents, taking into consideration the other classes of mail, would be about the cost of transportation and handling it?

Mr. MADDEN. I do not say it would pay the cost, but it would come so much nearer that we would not need to ask these questions.

Senator CARTER. Mr. Madden, when computing the cost of carriage do you include the cost of maintaining the star routes?

Mr. MADDEN. All costs.

Senator CARTER. All costs of transportation, whether by dog team in Alaska or express train in New York?

Mr. MADDEN. Yes, sir.

Mr. GLASGOW. As I understand the matter, and I want to come to that question, if the other Departments of the Government paid you for the service you rendered to them, the present revenues to the Post-Office Department would pay the cost of transportation and handling?

Mr. MADDEN. You mean to say that we would have the balance of accounts?

Mr. GLASGOW. Yes.

Mr. MADDEN. Yes; something like that.

Mr. GLASGOW. If the Departments of the Government paid you for what you did for them, your revenues to the Post-Office Department would pay the cost of handling the mails as a whole?

Mr. MADDEN. I say, if the other Departments paid for the transportation of their mail matter as the public pays, we would have no deficit; but I do not think that has anything to do with the question of determining what is second-class matter or what shall be charged for handling it.

Mr. GLASGOW. Of course we will argue the question afterwards. I am trying now to get the facts on the record.

The CHAIRMAN. That is a fact.

Mr. GLASGOW. That is what I want to know. Then the Department to-day is self-sustaining as a whole?

Mr. MADDEN. I did not say so.

Mr. GLASGOW. I just took the sense of the statement made by the chairman.

The CHAIRMAN. The Department would have no deficit if the other Departments were paying for their carriage of the mail.

Mr. GLASGOW. Then if you did not give away service it is now self-sustaining?

Mr. MADDEN. But we give to another branch of the Government.

Mr. GLASGOW. I understand that. It does not make any difference whom you would give it to. If you would take up one branch and say the second-class matter does not pay, that there is a loss on that, then there must be somewhere a tremendous profit to take care of that loss. Where is that profit?

Mr. MADDEN. On first-class matter, third-class matter, fourth-class matter.

Mr. GLASGOW. Then, so far as the question of deficit is concerned in this case, at present, if you take the whole post-office system, and look at it as a whole, without giving any of your service to any other Department free, it is a self-sustaining institution as it stands?

Mr. MADDEN. I believe so.

Representative OVERSTREET. Mr. Chairman, this is not the first time that some question or answer has appeared to give the impression that the deficit has something to do with this investigation, or this investigation something to do with the deficit. I think it is well enough, in view of that, to state at least my understanding of the province of this Commission. I do not understand that the question of the deficit has anything whatever to do with the inquiry of this Commission, nor whether there is any deficit or not. That is a matter of bookkeeping.

Mr. GLASGOW. I was using the first clause I see here in the announcement of the Commission:

Whether the revenue from the second class of mail matter should not be made commensurate with the actual cost of the service rendered in handling it, and whether its classification should not accordingly be grounded upon practical rather than ideal distinction?

Representative OVERSTREET. I do not think the Commission has anything to do with the question whether there is a deficit or whether there is not a deficit, nor with what the relation of the loss of revenue may be to the deficit. We are dealing with one phase of the postal service, the second-class matter, and its relative proportion both of receipts and expenditures, to the other branches of the service. So that as an independent matter, even if we did not pay anything for transportation and if we collected full postage from the other Departments of the Government, there would still be room for inquiry relative to the second-class matter of mail. That is my understanding of the Commission's work.

Senator CARTER. In further illustration of that, Mr. Madden, it would be your contention, as I understand, that if the Government paid nothing at all for the transportation of mail we would still lose 1 cent per pound on second-class matter, on the mere handling of it?

Mr. MADDEN. Senator, I did not get your question correctly.

Senator CARTER. As I understand your contention, it is that if

the Government paid nothing at all for transporting mail, inasmuch as it costs 2 cents a pound to handle the second-class mail matter, the Government would lose 1 cent a pound on the mere handling, entirely independent of the question of transportation?

Mr. MADDEN. Yes, sir; according to the figures given.

Mr. GLASGOW. Mr. Chairman, the point of my inquiry was addressed to the first clause here, which I have just read. I will read it again:

The Commission deems it advisable to direct its inquiries especially along the following lines:

1. Whether the revenue from the second class of mail matter should not be made commensurate with the actual cost of the service rendered in handling it, and whether its classification should not accordingly be grounded upon practical rather than ideal distinction?

The CHAIRMAN. That eliminates the question of transportation.

Mr. GLASGOW. I understand that, but I wanted to see if the question of deficit could not be entirely eliminated from this investigation as far as cutting any particular figure in it is concerned.

Now, I want to ask Mr. Madden one other question. You say if you take the second-class matter and entirely eliminate the transportation, there is a loss of a cent a pound on the handling.

Mr. MADDEN. I read from the report of the Postmaster-General—

Mr. GLASGOW. That is what I understood your answer to be. My question is this: Do you mean to say that the cost of handling second-class matter is anything like the cost of handling first-class matter?

Mr. MADDEN. I do not think it is as much as handling first-class matter.

Mr. GLASGOW. Is not an enormous amount of money, running up into the millions, paid for handling first-class mail in which the second-class mail does not participate at all?

Mr. MADDEN. I do not get you question clearly.

Mr. GLASGOW. Are not millions of dollars paid every year by the Department for handling first-class mail for the service of men who do not handle second-class at all?

Mr. MADDEN. I can not answer that question exactly. There is no segregation of the classes for any particular number of people or post-offices.

Mr. GLASGOW. I want you to tell me how you can work it out that there is a loss of 1 cent a pound on handling second-class mail outside of the railroad charges.

Mr. MADDEN. The Postmaster-General reported that it cost at least 2 cents a pound to handle it, and I took his calculation. I said if we receive 1 cent and it costs 2 we lose 1.

Mr. GLASGOW. Yes; but you know it is more expensive to handle first class than second class.

Representative OVERSTREET. The administration of transportation does not come under your bureau, I believe, Mr. Madden?

Mr. MADDEN. No, sir.

Representative OVERSTREET. Those questions would perhaps be more properly addressed to the Second Assistant Postmaster-General, who is more familiar with matters of transportation.

Mr. GLASGOW. Very well, sir. I was struck with the answer to the Senator's question, as that seems to me an important matter.

Representative OVERSTREET. What is your understanding as to the handling that first-class mail receives by the Government that second-class mail does not receive?

Mr. GLASGOW. There is an enormous volume of second-class mail put in the bags by the people who send it and that is never taken out of the bags until it is delivered.

Representative OVERSTREET. The bags are handled?

Mr. GLASGOW. The bags are handled, but if you take the same quantity of first-class mail you have to handle every piece in that bag.

Representative OVERSTREET. But 67 per cent of the total weight of the mail is second class.

Mr. GLASGOW. What need would you have for railway-mail clerks between here and Chicago if all the mail went in bags to Chicago?

Representative OVERSTREET. They take them now in storage cars part of the way. Then they transfer them from the storage cars to the full mail cars. Then they are distributed by States and then to individual offices.

Mr. GLASGOW. I understand there is an enormous amount of second-class mail that goes out of New York in bags that is put into the train by the publisher and never touched until it gets to Chicago or elsewhere, and that it is never handled en route at all.

Representative OVERSTREET. Are not those bags handled ultimately when they are distributed to the individuals?

Mr. GLASGOW. They are taken out of the car, but I am talking about the difference between here and Chicago.

Representative OVERSTREET. I am talking about the attention which the Government gives. The Government finally, through its post-office clerks and its carriers, both city and country, handles each one of those individual pieces of second-class matter by its delivery to the person who is entitled to it.

Mr. GLASGOW. There is only one delivery, as I understand the situation. That is my information.

Mr. MADDEN. You mean there is only one delivery of the sack?

Mr. GLASGOW. That is my understanding.

Representative OVERSTREET. Do you know the proportion that the second-class mail which is routed by the publishers bears to the total second-class mail?

Mr. GLASGOW. No; I do not.

Representative OVERSTREET. It is a very small percentage, so that the rest of it is handled just like other mail.

Mr. GLASGOW. The information I have—I do not know whether it is correct or not, and if it is not I wish to be corrected—is that there are millions of dollars paid every year by the Government for handling first-class mail which is handled in a way in which second-class mail is not handled.

Mr. NOBLE. Mr. Chairman, may I supplement what Mr. Glasgow has been saying?

The CHAIRMAN. Whom do you represent?

Mr. NOBLE. Little Folks' Magazine.

The Postmaster-General's report shows that of all the second-class matter which was handled in the year 1905, 90 per cent of it was never touched by the Government employees until it got to the post-office of distribution.

Representative OVERSTREET. That is the point I was asking Mr. Glasgow about.

Mr. NOBLE. To distinguish it from the cost of handling first-class mail you will allow me to emphasize that fact. First-class mail is first of all deposited in the local box in a city or in a post-office. It is stamped there. It is then taken to the general post-office, stamped again, and of course handled again. It is then put upon the railway car, where it is handled again and stamped. At the point of delivery it is handled again and stamped. At the branch post-office it is handled again and stamped. Now, compare that with the cost of handling second-class mail. We are speaking now purely of the question of handling. Second-class mail is never touched by the Government until it gets to the place at which it is going to be distributed.

Representative OVERSTREET. Is it your understanding that each individual letter of the first class is handled that number of times?

Mr. NOBLE. Giving general statements, yes. Of course, particularly I will distinguish immediately.

Representative OVERSTREET. Do you not know they are packaged by offices, in very many instances by States, and are handled in packages, quite a number in a package?

Mr. NOBLE. Yes; that is what they do in the railway post-office cars. They are constantly reassorting those packages.

Representative OVERSTREET. Do you not know that in many instances whole bags of first-class mail addressed to individual offices are handled as bags?

Mr. NOBLE. Yes.

Representative OVERSTREET. So that there is not the same differentiation of handling first-class mail as you have stated?

Mr. NOBLE. I beg your pardon. The number of times I have stated they are all handled. It may be there is enough mail collected in each handling to make a bag, but that mail is handled the number of times I have stated, whereas that is not true of second-class matter. I might illustrate that very well by taking, for example, Harper's Magazine, which weighs, we will say, a pound: 157 postal cards weigh a pound. I can not give any better illustration to show the difference of cost to the Government than that. The 157 postal cards have to be delivered to 157 different addresses, with all those several handlings I have mentioned, whereas the magazine is not touched until it gets to the point of distribution, and then is only handled once.

Representative OVERSTREET. Suppose Harper's Magazine is entered at the New York office for distribution in Texas. Did I understand you to say that it is not handled until it gets to Texas?

Mr. NOBLE. It is loaded in carload lots until it gets to some point beyond the Mississippi River.

Representative OVERSTREET. It is put into what they call storage cars.

Mr. NOBLE. No; in ordinary mail cars.

Representative OVERSTREET. They do not go on the full R. P. O. cars.

Mr. NOBLE. As you doubtless know, the Post-Office Department has routes and they give those out to the publishers. These maga-

zines are all assorted by the publishers and put in particular railway cars to go on a particular route.

Representative OVERSTREET. That is true enough, but do I understand you to say that the very car in which those copies of Harper's are placed goes right through?

Mr. NOBLE. No; it goes to a point where it may be handled.

Representative OVERSTREET. Then it is handled before it gets to the point of destination. Let me ask another thing. Before it gets to the State in which it is to be distributed, is not that bag of Harper's Magazines put into a full railway post-office car for distribution over the wheels?

Mr. NOBLE. To answer your question specifically, let me go back a moment.

Representative OVERSTREET. That could be answered yes or no.

Mr. NOBLE. Yes; I will answer you.

Representative OVERSTREET. Then, after it has been routed by States in the railway post-office car, it goes to another set of clerks who handle it by the individual pieces, does it not? That is, before it gets into the State where it is to be delivered, and then after it is delivered at that office, it is handled by the individual clerks for distribution, and after it has been handled by the individual clerks it is handled by the individual carriers.

Mr. NOBLE. Your line of questions, sir, would seem to destroy a part of my argument, if applied to any considerable part of the second-class matter. The trouble with your statement is that it applies to an infinitesimal part of it. The vast bulk of second-class matter is distributed in the great cities, like Chicago, St. Louis, San Francisco, and Denver, where it goes in carload lots. I do not know of any exact method whereby I can get at the percentage, but it is a very minute percentage of the total amount carried. It is easy enough to work out the number of carloads, and I could give you that, that are distributed from the great centers, from one center to another.

Representative OVERSTREET. What objection would there be to the Government supervising the carriage of publications destined for the centers, say, from New York to Chicago, by the slower method of transportation, say, by freight, on which it would pay a very much lower rate than by railway-mail transportation?

Mr. NOBLE. In general, there would be no objection to that.

Representative OVERSTREET. It would still be handled in practically the same way?

Mr. NOBLE. Yes.

The CHAIRMAN. Mr. Glassie, will you state to the Commission what is the programme you have made up for to-morrow?

The SECRETARY. The original programme for to-morrow would begin with the statement by Hon. W. S. Shallenberger, Second Assistant Postmaster-General, giving the statistics as to weight of various classes of second-class matter for the months of July and August, 1906, obtained under the provisions of the act of June 6, 1906. I understand from General Shallenberger, however, that those figures have not been tabulated, and he will not be able to present them at this time, but will do so somewhat later in the week.

The next thing on the programme will be the statement of Mr. John M. Hubbard, the assistant postmaster at Chicago, on sugges-

tions as to the amendment of the conditions of admission to the second class and as to the routing and handling of second-class matter.

The next matter on the programme is the statement to be made by the committee of the National Editorial Association.

The next matter is a statement to be made by Mr. T. T. Williams, manager of the Hearst association of papers.

The last matter will be a statement by the committee of the American Newsdealers' Association, of which Mr. Palmer, of New York, is manager.

That is the programme for to-morrow, Mr. Chairman, so far as we have been able to arrange it.

Senator CARTER. Will the assistant postmaster of Chicago be available to-morrow morning?

The SECRETARY. Yes, sir.

The CHAIRMAN. The hearing will be resumed to-morrow morning at 10 o'clock.

The Commission, at 6.05 o'clock p. m., adjourned until Tuesday, October 2, 1906, at 10 o'clock a. m.

NEW YORK, *Tuesday, October 2, 1906.*

The Commission met at 10 a. m.

Present: Senators Penrose (chairman) and Carter, and Representatives Overstreet and Moon; also Henry H. Glassie, esq., secretary.

The ACTING CHAIRMAN (Senator CARTER). An address will be presented by Mr. John M. Hubbard, assistant postmaster at Chicago, on the subject of second-class matter.

Mr. THEODORE SCHROEDER. Mr. Chairman, I am wondering if I may interrupt for the purpose of making a statement of about three sentences, as a preliminary to asking a question concerning the scope of the proposed inquiry. I am the attorney for the Free Speech League, which is of the opinion that the laws as they now affect second-class matter, as interpreted by the courts and as administered, in relation to obscene literature, are a very gross outrage on the people, because they preclude a general dissemination of scientific literature on the subject of sex. As I understand it, this inquiry relates to all that pertains to second-class literature. Of course, this covers other classes, and I desire to inquire whether argument will be heard on that question.

The ACTING CHAIRMAN. The scope of the inquiry is defined by the act of Congress, and appears in the printed announcement of the Commission.

Mr. SCHROEDER. I have not had a chance to read it.

The ACTING CHAIRMAN. The law under which the Commission is acting reads as follows:

That there shall be appointed a joint commission of Congress, consisting of three Senators, to be appointed by the President of the Senate, and three Members of the House of Representatives, to be appointed by the Speaker of the House, whose duty it shall be to investigate, consider, and report, by bill or otherwise, to Congress its findings and recommendations regarding the second class of mail matter. The said joint commission shall have power to employ clerks and stenographers, administer oaths, send for persons and papers, and do all things necessary for the carrying out of its objects.



After a very careful consideration of the scope and purpose of the inquiry as indicated by the law, the Commission announced to publishers and the public the scope of the proposed inquiry under three distinct headings, which appear on the fourth page of the pamphlet.

1. Whether the revenue from the second class of mail matter should not be made commensurate with the actual cost of the service rendered in handling it, and whether its classification should not accordingly be grounded upon practical rather than ideal distinctions?

2. In case second-class matter is not put upon a cost-paying basis, what limitations should be placed upon the matter which may properly be embraced in that class?

3. By what amendments of existing law may the changes which appear to be advisable be most effectually brought about?

From this it will be perceived, I think, that the inquiry is directed more largely to the question of revenue than to any general amendments of the law relating to the second-class matter, or the admission of matter to the mail as second class.

Mr. SCHROEDER. May I not submit an inquiry of your committee for consideration as to whether or not the law is broad enough in its scope to take legitimately into account an inquiry as to whether or not the present restrictions upon second-class mail matter, by reason of obscenity of the contents, shall be inquired into? I am very anxious to get a hearing upon that question, if your honors will be good enough to listen to argument, at any time that may be convenient.

The ACTING CHAIRMAN. It is obvious, I think, that a departure in that line would greatly extend the scope of the inquiry.

Mr. SCHROEDER. It would no doubt somewhat expand it.

The ACTING CHAIRMAN. The Chair is not at this moment prepared to announce the views of the Commission on the subject; but if the extent to which the departure is desired will be indicated in writing, he will be glad to submit it to the Commission at its next executive session for consideration.

Mr. SCHROEDER. Thank you.

**STATEMENT OF JOHN M. HUBBARD, ESQ., ASSISTANT POST-MASTER, CHICAGO, ILL.**

Mr. HUBBARD. Mr. Chairman, I have a written statement here which I have asked your secretary to read.

The SECRETARY. Mr. Hubbard, having some difficulty with his eyes, has asked me to read this paper for him, and with the consent of the Commission I will do so.

Mr. HUBBARD. Prior to the reading I desire, on behalf of the post-master of Chicago and my associates in the post-office, to thank the Commission for its courteous summons for a representative of that office to come here and present the views of the office upon this most important question. Naturally enough, and I hope properly enough, our argument or statement in this case is along the practical lines.

As stated by the secretary, the condition of my eyes at the present time forbids my reading the argument, and I leave it to him to do; and I ask that he be not interrupted during the reading of the argument. At his conclusion I shall be most willing to answer, if I can, any questions that may be put to me concerning the statements therein made or any other questions that are relevant to the matter.

The VICE-CHAIRMAN (Representative OVERSTREET). Before the secretary begins reading your written statement, may I ask you what is your present official position?

Mr. HUBBARD. I am the assistant postmaster at Chicago.

The VICE-CHAIRMAN. How long have you occupied that position?

Mr. HUBBARD. My appointment dates from May 1, 1889.

The VICE-CHAIRMAN. You have served continuously?

Mr. HUBBARD. Continuously in that position since.

The VICE-CHAIRMAN. Had you any experience in postal affairs prior to that?

Mr. HUBBARD. I had. I was appointed as clerk in the Chicago post-office in 1871. I went into the mailing division of that office and there learned schemes of distribution. From there I was transferred to the registry division. Afterwards, in a year or so, I was appointed to be the correspondence clerk of the office and later I was transferred and appointed superintendent of delivery, remaining in the service from 1871 until 1881, returning to the service May 1, 1889, and in continuous service since that time.

The VICE-CHAIRMAN. Now, Mr. Glassie, you may read Mr. Hubbard's statement.

The SECRETARY. Mr. Chairman and gentlemen of the Commission, I regret very much that Mr. Hubbard can not read this himself, to bring out the points more distinctly, but I shall do my best. The paper is divided into sections, and is as follows (reading):

#### SECTION I.—THE SELF-SUSTAINING RATE OF POSTAGE.

Reduced to a practical proposition, the question of second-class matter is a question of revenue.

True, we have been accustomed for years to the idea that, as a matter of principle, it is part of the duty of Congress financially to assist in the dissemination of information of a public character. When the practice which followed the application of this principle was first begun, the main intent of Congress, as I understand it, was to aid in the dissemination of intelligence—that is, news, in the restricted meaning of the work formerly current—by carrying newspapers in the mails at a reduced rate of postage. But the practice has since been extended so as to include periodicals and publications issued by educational and fraternal associations. We are realizing to-day, however, that it has gone too far, and that it is seriously crippling the resources of the Post-Office Department. We are obliged to admit that a practice which once commended itself to the best minds of the country needs modification when its operation is shown injuriously to affect the community by decreasing the efficiency of the post-office, the great business Department of the Government.

Therefore your commission is very properly met to consider means for relieving the Department and the country from the financial burdens which the present situation entails.

No one acquainted with the facts but must concede that such a situation now exists in the Post-Office Department to a greater extent than ever before; and I am pretty well convinced that unless some thoroughgoing legislation is enacted by Congress it will soon grow worse, because it is apparent that the Post-Office Department has exhausted its power further to diminish the abuses inseparable

from existing conditions by means of the regulative authority vested in the Postmaster-General. And perhaps I have a right to observe here that I consider—and my opinion is shared by those conversant with the facts—that what has been accomplished by the Department in the last five years, through a sane and sensible interpretation of existing statutes, has been of extraordinary benefit to the service and to the country at large.

Still even the reforms successfully introduced by the Department, useful and beneficial as they have been, are quite powerless to stay the annual deficit in the postal revenues, for the saving effected by these reforms, as well as the large profits from the postage on first-class matter, have been absorbed by the losses which followed the rapid increase in the circulation of newspapers and periodicals admitted to the mails at the pound rate of postage.

With the present low price of paper, compared with what it formerly was, and the small cost of composition, made possible by the invention of type-setting machines, there is absolutely nothing to check the growth in number and in circulation of publications legally entitled to the second-class rates of postage. In ten years I predict the circulation of newspapers and periodicals will be 50 per cent greater in proportion to the population than it is to-day. We are at the beginning of a period in which the use of printed matter for all sorts of purposes will be on a scale undreamed of even a decade ago; and, as a matter of course, the burden and the cost of distributing the bulk of this output will have to be borne by the revenue of the Post-Office Department and the money which Congress may appropriate to meet the annual deficiency.

I am not sanguine of producing a lasting improvement in the situation by anything short of a radical change in the intent and purpose of the classification law. Still I deem it possible to modify existing conditions so as to provide an increased revenue from second-class matter, or, at least, to effect an economy in the cost of handling such matter, which would practically amount to the same thing.

This subject I shall deal with more fully later on, and for the present confine myself to the inquiry marked "No. 1" in the Commission's announcement.

To ascertain the exact cost of handling and transporting second-class matter ought not to be a difficult problem, and then to fix the postage at a rate equal to the expense of the transactions would be a simple and complete solution of the question; but, on the other hand, it would involve a complete change in the view held by Congress from the earliest period of our history, and it would bring about a legal revolution in the business methods of the publishers of our newspapers and periodicals. In this event, one of two things would have to be done by the publishers, they would either have to increase their advertising rates or else increase the cost of their papers to the public. This phase of the matter is an important one, for as Congress is responsible for the original grant to the publishers of the second-class privilege, it is in honor bound to weigh well the results which might follow its abrogation.

Were the practical considerations as to transportation and delivery alone to be considered, then there is no sound reason why second-class matter should be carried at a loss any more than there would be a sound reason for carrying other classes of matter largely

at the expense of the public. That is not a new view of the situation, I gather from a paragraph in the report of Postmaster-General Miles, who said, as long ago as 1840:

The low rates of postage on newspapers and other printed matter originated in consideration of public policy and were designed to promote the general dissemination of intelligence among the people. But the reasons for this policy, if admitted ever to have been just, have in great measure ceased to exist. When the mail establishment was first organized printing was confined to the large cities, and there were few other channels for conveying newspapers but the mail. Now there are printing establishments in almost every village, and railroads, steamboats, and other lines of communication afford cheap and convenient channels for conveying newspapers and other publications, the greater portion of which are distributed among the people without the agency of the mail.

If this language could be used sixty years ago, it could be used with greater force now, for there appears to be no valid reason why the Department should be called upon to give up a portion of its revenue to disseminate intelligence among the public through newspapers and periodicals. There may have been a time when, owing to conditions, bona fide newspapers and periodicals depended to some extent on the postage privilege granted by Congress; but it is pretty well conceded in these days that newspapers and publications which really disseminate intelligence among the public are self-supporting, are even sources of considerable profit to their owners, and in case the rate of postage on second-class matter was increased to a self-sustaining basis they could readily adjust their business to the new conditions without being too seriously embarrassed by the withdrawal of the assistance at present authorized by law.

Under modern conditions of publication, newspapers or periodicals—no matter what the motive is for their establishment—have to yield a profit or else their existence is soon cut short. But it is a fact beyond contradiction that a large portion of a certain sort of publications entered at the post-office derive their profits, if not the cost of their maintenance, from the deliberate evasion of the provisions of the second-class law, and the consequent improper use of the mails for the circulation of their publication at a cost much below the real cost of handling and transportation.

Should Congress decide to increase the rate of postage on second-class matter to a self-sustaining rate, it would wipe out the annual postal deficit, it would create a surplus available for improving and extending the service, it would be in a position to raise the pay of employees who are now working for less than what they are honestly entitled to, and it would do away once and for all with the abuses with which the entry of many publications at the second-class rate are incontestably connected.

The other advantages to the Post-Office Department from the establishment of a self-sustaining rate of postage on second-class matter scarcely need enumeration here. There would be no longer any occasion for maintaining a special bureau of classification in the Department or at our large post-offices. The much decried censorship of the press would be a thing of the past, except in so far as violations of the criminal law were concerned, and publishers would be absolutely free to print what advertisements they pleased and to mail what copies of their publications they pleased without fear of objection from the post-office. There would then be no question of

the legitimacy of lists of subscribers and there would be no rulings on technical points to harass the publishers. The press would be freer than ever before, and the Department would be relieved of a subject which has troubled it since it was first established.

To conclude this portion of the subject, I would say unqualifiedly that from the practical business point of view, from the view the publishers themselves take in dealing with their advertisers and subscribers, there is no reason or excuse for carrying second-class matter at a loss, and that the only permanent cure for existing bad conditions is a prompt change in the law which will require the mailers of this class of matter to pay a rate of postage equivalent to the cost of its handling and transportation.

#### SECTION II.—TRANSPORTATION OF BULK MAIL BY RAILROADS.

Before suggesting modifications or changes based on existing laws, I would like to present a plan which appears to me to possess the advantages of simplicity and economy, and which might pave the way for the solution of the question your Commission is investigating.

When Congress passed the first pound-rate law, in 1874, it was probably as much influenced by a desire to abolish the complicated system of newspaper postage then in force, as it was by the belief it had in the principle of disseminating intelligence among the public at a relatively small cost. It could not look into the future and see the immense burden the simplification of the rates on second-class postage was to add to the financial system of the post-office. The circulation of all classes of publications was still comparatively small (it was even small in 1885 when the 1-cent rate was established). The system of mailing papers and periodicals in bulk to news agents was yet in its infancy. Under the new system the subscribers were relieved of the trouble connected with the payment of postage on publications directed to them. The changes brought about by the law of 1874 improved this branch of the service. Everyone felt assured that the problem had been solved and successive Postmasters-General congratulated the country on the increase of revenue from second-class matter.

Members of Congress felt that the pound-rate plan was a good one, and they kept on making reductions until the last, and the one that did the mischief we are trying to repair, which was made in 1885. The result of passing a law embodying the economic mistake of doing something for nothing, of carrying mails at a rate far below the real cost of transportation, was soon apparent. There was a rush of individuals into the favored business, and thousands of periodicals were established which under natural unforced conditions would not have been established at all. The system of bounties led to the overproduction of second-class matter until at present we have more sorts of newspapers, and more sorts of magazines, in proportion to our population, than all the rest of the world put together.

At first a large part of the circulation of newspapers and periodicals was directly to subscribers. But, as time went on, the conditions were changed, and the bulk of the mailings became the mailings from publishers to news agents, and from news agents to other news agents. In the large centers publishers soon adopted the practice of routing their own mail, and of delivering it to the postal officials

stationed at the railway depots. From the depots it is conveyed in the cars of the Railway Mail Service to its destination, incidently receiving additional distribution on its way. At its destination it is delivered to the news agents who arrange for its delivery through their own local carriers.

The extent and ramifications of this phase of newspaper and periodical transportation is not generally appreciated as yet. It is stated on excellent authority that 50 per cent of the issues of second-class publications is sent as railroad or express mail.

The SECRETARY. That means not mail at all, but matter carried by railroads or express companies.

Mr. GLASGOW. Is that the explanation?

The SECRETARY. Yes. You will learn by that what follows. That is a phrase used in the postal service, "railway or express mail," because it is matter carried by express which would otherwise be carried by mail.

The VICE-CHAIRMAN. It is a matter not under the control of the Government, but under the control of the railway or express companies.

The SECRETARY. That is a phrase which may be misleading.

Mr. GLASGOW. Do I understand that 50 per cent of second-class publications is carried outside of the control of the Department?

The SECRETARY. As I understand the purport of this paper, that is it. It is based largely on the experience of a metropolitan office, like Chicago.

The rates vary from 17 cents to 50 cents a hundred pounds to points within a radius of 150 miles from the office of publication. For \$1 a hundred the express companies carry newspapers to the most distant points, but of course they do not give as good service as the post-office, and this rate is little used as yet.

For all practical purposes, therefore, the main service performed by the post-office might be equally well performed by the express and railroad companies.

In view of these conditions I would recommend to the consideration of the Commission an amendment to the law limiting the pound rate of postage to single copies of regularly entered publications addressed and mailed for delivery to bona fide subscribers, exchanges, and advertisers by publishers or their authorized news agents.

It needs no elaboration to see what the effect would be of such a sweeping change in our system. It would oblige publishers and news agents to make arrangements with the railroad and express companies for the transportation of bulk packages of their publications. It would relieve the Post-Office Department of the necessity of providing for the distribution and transportation of a mass of matter which at present is handled at an absolute loss.

That it would result in an extraordinary increase to publishers of the rates for carrying their publications I do not believe, for I am tolerably certain that they could obtain from the railroad and express companies rates very much less than what the Department now pays to these companies. It would of course prove a great advantage to the Post-Office Department. In railroad charges alone there would be a large decrease in expenses from the decreased tonnage carried by the roads: the railway mail service would be freed from

the vast mass of publications which crowd its cars and impede its letter service; the car space required would be reduced enormously, and the large post-offices would not require acres of floor space and miles of racks to distribute publications mailed at the second-class rate of postage. As this suggestion is in line with the present trend of newspaper transportation it might be possible to carry it into effect with very little disturbance of existing conditions.

#### SECTION III.—INCREASED RATES OF POSTAGE.

If, however, it is not considered prudent at this stage to urge a self-sustaining rate of postage, or a rate commensurate with the cost of handling and transporting second-class matter; or, if it is felt to be inexpedient to attempt to shift the burden of handling and transporting newspapers and magazines in bulk from the Department to the publisher, as suggested in the previous section, then recourse must be had to an increase in the present rates of second-class postage, and such changes in the treatment of this mail in the post-office as will cheapen its cost to the Government.

A. Under this head, therefore, I recommend a flat increase in the rate of postage on second-class matter mailed in bulk by publishers to news agents, and by news agents to other news agents, from 1 cent to 2 cents a pound, and from 1 to 3 cents a pound on all copies of separately addressed publications mailed by publishers or news agents to actual subscribers, advertisers, or exchanges.

B. I would also recommend the abolition of the sample-copy privilege, but would remove the restrictions which prevent a publisher from printing more than a specified number of copies of his publication, and I would allow him to print as many copies as he pleases, all copies, however, other than those enumerated in paragraph A. should pay postage at the rate of 1 cent for each 2 ounces or fraction thereof.

C. I would also recommend the abolition of the transient rate on second-class matter—1 cent for each 4 ounces or fraction thereof—and would fix the rate on newspapers and periodicals mailed by the public at the ordinary third-class rate of postage.

D. I would also recommend the enactment of a law making it obligatory on publishers and news agents to route all second-class matter according to schemes furnished by the Department and to deliver it to such places in the city of publication as may be determined by the proper postal officials.

E. I would also oblige each publisher to file a statement with every mailing showing the number of copies mailed, specifically stating in this statement to whom the copies were going, whether to subscribers, advertisers, or exchanges.

F. To render it difficult, if not dangerous, for publishers or news agents to mail sample copies under the guise of copies to subscribers, I would also recommend an amendment to the act on which section 1593, Postal Laws and Regulations, is based, which would empower the courts to imprison as well as fine persons guilty of violating the laws relating to second-class matter; I would make the law so stringent as to give the Post-Office Department no option to prosecute those who are guilty of submitting false evidence or who persistently mailed copies of their publications at the pound rate to persons who are not legitimate subscribers, etc.

The recommendation contained in paragraph A would materially simplify our present complicated rates of postage on second-class matter. At present we have six separate and distinct rates. It is proposed in paragraph A to reduce these six to two—the rate to news agents and publishers and the rate to subscribers, etc., the latter including delivery service wherever it exists.

We now have free county matter, which has been interpreted to mean free delivery on rural routes; then there is the 1 cent a pound rate, which included free delivery service at post-offices outside of the post-office of origin; the 1 cent a pound rate on weeklies, which includes free delivery service within the post-office of origin; the 1 cent a copy rate on newspapers other than weeklies for delivery by letter carriers within the office of origin; the 1 and 2 cent rate for periodicals, according to weight, mailed for delivery within the office of origin, and finally the transient rate of 1 cent for each 4 ounces or fraction thereof on matter mailed by the public.

The simplification of this complicated system would be a decided advantage to the postal service and would remove a source of endless annoyance to the business public.

Advancing the rates as suggested in paragraph A would more than double the receipts of the Department from the second-class matter. For the fiscal year ended June 30, 1906, the weight of second-class matter mailed at the Chicago post-office was 70,891,462 pounds. Of this, 34,891 pounds was free county matter, 3,388,739 pounds sample copies, 30,217,841 pounds single copies, mainly intended for subscribers, and 37,249,991 pounds bulk matter for agents and dealers. The two latter items are approximations, no actual statistics being kept on these points.

On the basis of the proposed rates, eliminating sample copies entirely, the revenue from second-class matter in Chicago would be equal to two and one-half times the revenue received last year, which was \$708,914.62. Eliminating sample copies would decrease the cost of handling the mail, and would correspondingly increase the efficiency of the post-office in other directions. It would also reduce the annual appropriation for clerk hire; or if it did not accomplish this result directly, owing to sample copies being mailed at the third-class rate, it would largely add to the revenues of the Department.

If it is worth 5 cents to handle and transport 1 pound of second-class matter, then the cost of 618,664,754 pounds, mailed during the past fiscal year, was \$30,933,237.70, but for which the Department received in postage only \$6,186,647.54 at the 1 cent a pound rate. The rates proposed in paragraph A would have yielded approximately \$15,466,618.85, or \$9,279,971.31 more than was actually received, though it would still have left a loss of \$15,466,618.85 on the real cost of handling and transporting second-class matter. The increase of \$9,279,971.31 would, however, have reduced the last annual postal deficit by two-thirds, a matter of great importance to the Post-Office Department.

My recommendation in paragraph A to fix the rate to publishers and news agents at 2 cents a pound is based on the fact that bulk matter is the least expensive of all second-class matter to handle. For the most part it is routed in the offices of the publishers, and the services given to it by the post-office consists only of transportation and the handling which takes place in the cars of the railway-mail



service. A calculation recently made shows that we received in March, 1906, a daily average of 161,070 pounds of tagged or fully routed second-class bulk mail, and that the cost of handling this quantity in the Chicago post-office was the small sum of \$64.61 a day, approximately 4 cents a hundred pounds. Of course the cost includes labor only, no calculation having been made as to the cost of machinery, furniture, supplies, rent, fuel, light, etc.

My second recommendation in paragraph A, that second-class matter to subscribers should pay 3 cents a pound, is based on the fact that this class of matter is more expensive to handle than the former. Calculations made here show that the daily average of second-class mail for subscribers, etc.—mainly unseparated, unrouted matter—was 55,263 pounds, and the average cost per day to handle it was \$227.08, approximately 41 cents a hundred pounds. The initial expenditure was half the amount received for postage, and when the cost of mail-messenger service, railway-mail service, transportation, handling, and carrier delivery is added it is apparent at a glance that this class of matter costs very much more to handle than that which goes in bulk. The latter mail incurs no expense whatever for the carrier delivery, and scarcely anything for messenger service.

The expense attached to the carrier delivery to subscribers' papers warrants the collection of a higher rate of postage. They are given service of as complete character as letter mail, which pays 32 times as much postage. When undeliverable, the publisher is notified by a special publishers' notice, and he is also furnished with all the changes in the addresses of his subscribers. In the Chicago post-office the average cost a year of labor for writing and sending out publishers' notices is \$6,100. Last year almost half a million such notices were sent. A prominent publisher told me recently that he was amazed at the amount of minute careful labor the post-office expends on notices to publishers. No doubt when the postage at the pound rate was fixed by Congress the labor involved in this phase of the work or the cost of the material used was never given thought, much less calculated.

When, however, we come to consider the expense of the clerical force engaged in handling second-class matter in the Chicago post-office we see the need of charging a higher rate of postage for second-class matter delivered by carriers.

A careful computation shows that the time of 149 clerks and 329 carriers is consumed in handling the second-class matter at the Chicago post-office and its stations. The time thus used is equivalent to the service of 478 men, who receive salaries in the course of the year amounting to \$449,744. Now, if to this were added the cost of handling the same mail in the office of origin, the cost of messenger service at both ends of the line, the cost of railway-mail service, the cost of transportation, the cost of supplies, furniture, rent, fuel, and light, I am inclined to think that this one item alone would exceed by five times the regular postage received when the mail thus handled was originally placed in the post-office.

Another advantage which would follow the institution of the 3-cents-a-pound rate for the subscribers' copies would be that it would destroy the habit many publishers have of removing the main office of their publications from the place in which it naturally belongs. These removals are for the purpose mainly of securing the 1-cent-a-

pound rate on matter intended for delivery through the carrier offices where their greatest circulation exists.

The recommendation, if adopted, would also remove the inequalities which are found in respect to the rates of postage on the local delivery of second-class matter.

The abolition of the sample-copy privilege, recommended in paragraph B, would be a long step toward rectifying one of the worst abuses of the second-class privileges. It is difficult to estimate the number of sample copies mailed under the guise of copies to regular subscribers, but the number is exceedingly large. By abolishing sample copies and rigidly enforcing the law relating to regular subscribers and defining a regular subscriber as a person who has actually ordered and paid for a magazine or newspaper himself, and not through the agency of anyone else, an economy in the handling and transportation of second-class mail would be brought about. It might be possible too, under such conditions, to relax somewhat the present rigid examination of publications made to ascertain whether or not they are primarily intended for advertising purposes. But I am not sure that it would be safe to modify the regulations on this point while newspapers are carried for less than the actual cost of handling and transportation. So long as the Government offers a bounty on the printing of second-class matter the temptation to secure it will remain a force to be reckoned with. The only means the Department has of defending the revenues of the Government lie in the right to examine lists of subscribers and to determine by an examination of the contents whether or not a publication is originated for the dissemination of intelligence or for the profits to be derived from advertising.

I am inclined to think that the lines should be drawn tighter in both respects, and I believe to give up either of these means of protecting the revenue would, under existing conditions, be very much as if you had decided to admit every and any sort of publication to the privilege of second-class matter.

Paragraph C recommends the abolition of the transient rate on second-class matter. There is no good reason for this rate, for it is an anomaly, and a disagreeable one at that. In its practical operation it delays the work of the post-office, causing annoyance to the public and the Department. Furthermore, it is a standing temptation to publishers to violate the law which requires those who have extra copies to mail to pay the copy rate, but who employ the transient rate to evade the payment of legal postage at letter-carrier offices.

In paragraph D an amendment to the law is suggested, making it obligatory on publishers to route their mail and deliver it to specified places. Two advantages would be derived from the suggested amendment to the law—the cost of handling all second-class matter at post-offices would be reduced from 41 cents to 4 cents a hundred pounds, and the space required at post-offices in which to handle second-class matter could be reduced to a minimum.

The SECRETARY. I take it that that means the cost of handling at the office of origin?

Mr. HUBBARD. That is it.

There would also be an incidental saving in furniture, supplies, and the cost of mail-messenger service at the office of origin.

The recommendations in paragraphs E and F are self-explanatory. That in paragraph E would assist the post-office materially in preventing the mailing of matter not eligible to the second-class rate of postage, and in case of violation of the law the statement filed with each mailing would fix the responsibility on the mailer.

That in paragraph F, if rigidly enforced, would make it clear to those who use the second-class mails that the laws are meant to be obeyed, and a few convictions under its provisions would powerfully aid the Department in its efforts to safeguard the postal revenues.

In dealing with the general question of increasing the rates of postage, as suggested in the foregoing pages, it is important that full consideration should be given its numerous phases. Even though we reject the principle which admits newspapers and periodicals to the second-class rate of postage on the score of certain "ideal characteristics" they are thought to possess, we still have to admit their claims for consideration in any project which seeks to abolish or modify a privilege which they have enjoyed in one form or another since 1782. The possession of the privilege of mailing second-class matter at the rate of 1 cent a pound undoubtedly shapes the entire business arrangements of publishers, and as this rate has been in existence for twenty-one years they naturally dread the result of an increase in the cost of mailing their publications.

But publishers must be aware that within two years after the rate was changed, in 1885, and because of the interpretations given to the statutes, abuses had crept in which seriously affected the revenues of the Department. They also know that almost without exception every Postmaster-General since then has denounced these abuses and has demanded legislation to cure them, but that through the influence exerted by publishers no action has ever been taken by Congress. It is within their knowledge, too, that, in despair of securing positive legal enactments curtailing abuses, the Department at length took the matter in its own hands and, through decisions of the Supreme Court, was enabled to remove such of them as bore most heavily on the revenues of the post-office. Publishers must know, furthermore, that in spite of these latter changes and because of the great increase in the volume of the publications mailed the deficit is still a reality, and that now, quite as much as ever before in the history of the service, an urgent need exists for a modification at least of the terms on which second-class matter shall be admitted to the mails. It seems only fair that publishers should endeavor to consider the question from a broad public point of view and make such concessions to the logic of the situation as will relieve the Department and the community from the embarrassment of a large annual postal deficit.

Admitting, for the sake of argument, the right of publishers to exceptional treatment at the hands of the State, it is perfectly clear that the rate of 1 cent a pound, established by law in 1885, is a very much lower rate than the same rate is in 1906. When that rate was instituted there was no such wide extension of the free-delivery service as exists to-day. There was no rural free delivery then, and the Railway Mail Service distribution was comparatively restricted, and not nearly as thorough and expensive as it has since become. As a matter of fact, the 1-cent-a-pound rate of 1885 was based quite

largely on the presumption that a majority of the publications offered for mailing would receive what is known as "general delivery service." It can be seen at a glance that in respect to cost it is one thing to handle mail through the general delivery, and another thing to give it the service called for by the establishment of a free-delivery system in our cities and towns and on the new rural routes of the country.

Another feature of the case merits careful consideration. Since 1885 there has been an enormous increase in the cost of everything that enters into the economy of the postal service. I venture to say that the rate of 1 cent a pound in 1885 meant as much to the Department as a rate of 3 cents a pound would mean in 1906. But some publisher may say that the increase in prices has also affected the publishing trade.

Under ordinary conditions such would be the case, but the numerous inventions which have been introduced into the printing business in twenty years, the immensely greater volume of circulation publishers have gained through our rapid increase in population, has enabled them to produce their publications at a figure much below the cost of production in 1885. Every item in the printing business, except labor, costs less now than it did then, and the increase in the cost of the latter has been offset by the relatively cheapened price of composition, made possible by the invention of type-setting machines.

On the other hand, there has been no such revolution in the business economy of the Post-Office Department. Labor, which is the principal item in its expense account, costs immensely more than it did twenty years ago, and its transportation bills have likewise increased enormously, on account of the greater distances it is required to transport the bulk of mail which it handles. Were it not for the fact that the postage of first-class matter yields a very large profit over and above the cost of handling and transportation, the deficit would be so great as to compel an immediate and radical change in the rate of postage on second-class matter.

Now, this is another phase of the question to which I will briefly refer.

From the standpoint of the local service the necessity of increasing the postal revenues can not be overestimated, and I presume that this would also be true of the majority of post-offices in the country. Everybody familiar with the postal work knows that the backbone of the service is the skilled distributor, the man whose mastery of the difficult schemes enables the post-office to send the mail forward rapidly and correctly to the points where delivery is to be effected by the letter carrier or the general-delivery clerk. Without the skill and faithfulness of the distributors it is impossible to have a postal service worthy of the name. Yet we find the average salary paid to skilled employees by a beneficent Government is about \$70 a month, or scarcely half of what is paid to a carpenter or a bricklayer in our large cities. I venture to say, too, that it takes as long to train a distributor as it does to train a carpenter or a bricklayer. When these men have once learned their business they have very little further study to do, while on the other hand, a distributor is compelled to study constantly and to renew his information almost daily. He not alone receives less pay than his services are worth, but owing to the

Government monopoly of the postal service he has not the chance the bricklayer or carpenter has to carry his skill into other markets where he might demand fair wages for his services.

In the Chicago office this wrong condition of things constantly militates against the best service, for we are all the time confronted with a steady stream of resignations from the staff of distributors brought about by the low salaries, long hours, and the fact that good men can see no prospect of improving their positions. We were threatened not long ago, as you saw by the papers, with the formation of a post-office union, to work for better conditions and better pay along the lines followed by free labor organizations, but this movement was not permitted to gain headway, because it was felt that the relations of Government employees to the public are different to the relations between private employers and their employees. Still the fact that such a movement was even thought of ought to make those in authority alive to the causes which would make postal employees contemplate such a plan to better their condition. It certainly seems to me that the privilege of mailing second-class matter at a rate less than it costs to carry ought not to weigh in the scale against the right of employees to receive fair wages and to enjoy fair hours. And whether you shut your eyes to the fact or not, the conditions remain the same, that the loss on second-class matter is largely made up by the underpayment of postal employees.

In concluding this phase of the matter, I observe that some good men argue very earnestly for the retention of the second-class "subsidy" and talk fluently about the duty of a free press to disseminate intelligence among a population which would remain ignorant if it were not permitted to read the Weekly Beacon or the Sporting News, but the philanthropy which keeps its eyes fastened on an opening in the National Treasury, and which has no vision for the injustices which flow from the second-class subsidy, is not the kind of philanthropy which appeals to the disinterested observer.

In the foregoing statement I have tried to deal with the subject in an unprejudiced way; have tried to view all sides from the standpoint of experience and the best interests of the public service. I do not pretend to have said the last word on the subject, and no doubt there are important phases of it which I may have overlooked. But in brief I have suggested:

First, in section I: That from the business, practical point of view second-class matter ought to be self-sustaining.

Second, in section II: That a long step toward the solution of the problem would be a law obliging bulk matter to be conveyed outside of the mails.

Third, in paragraph A, third section: That in case neither of the foregoing recommendations is approved a 2-cent-a-pound rate on bulk copies addressed to news agents and news dealers and a 3-cent-a-pound rate on single copies addressed to subscribers, etc., be adopted.

Fourth, in paragraph B, third section: The abolition of the sample-copy privilege.

Fifth, in paragraph C, third section: The abolition of the transient rate of postage.

Sixth, in paragraph D, section 3: The compulsory routing of second-class mail by publishers.

Finally, in paragraph F, section 3: The passage of a stringent law

to punish those who wilfully violate the statutes governing the mailing of second-class matter.

The VICE-CHAIRMAN. Now, Mr. Hubbard, will you be kind enough to take a position at the table here, where you may answer some questions?

Mr. HUBBARD. Yes.

The VICE-CHAIRMAN. I suggest that if any representatives of organizations present care to ask Mr. Hubbard any questions relative to his paper they may do so at this time.

Mr. GREEN. I should like to ask Mr. Hubbard a question.

The VICE-CHAIRMAN. Mr. Green, of the Typothetæ.

Mr. GREEN. Mr. Chairman, I should like to ask Mr. Hubbard a question relative to his statement in his paper that the deficit has increased. I should like to ask him if he has any figures to show what the percentage of the deficit is—how much it has averaged since 1885?

Mr. HUBBARD. I have made no comparative figures. That is, they are not set out in this paper. At this point I might say I have said in the paper that very much has been done through a sane interpretation of the law in the last five years to wipe out some abuses. For instance, if the mandamus proceedings brought in the suit against the Postmaster-General, I believe in 1901, had been successful upon the side of the publishers, who wished to make it mandatory upon him to accept certain serials into the mails as second-class matter, your deficit to-day would be two or three times what it is now, possibly.

Mr. GREEN. I do not ask what it would be. I ask if you know how that percentage varies?

Mr. HUBBARD. I do not.

Mr. GREEN. As a matter of fact, I think you will find that the percentage of the deficit is a great deal less now than it was in 1885.

Mr. HUBBARD. Yes; owing to what I have just said.

Mr. GREEN. No; I do not think it is owing to that at all.

Mr. HUBBARD. Well, we disagree then.

The VICE-CHAIRMAN. I suggest that you propound your questions and let Mr. Hubbard answer them.

Mr. GREEN. Thank you. I have no other question.

The VICE-CHAIRMAN. Any other question?

Mr. GLASGOW. Mr. Hubbard, I understand from your paper—and I have followed it as closely as I could—that the difficulties which you see in the administration of the Department, both in its local offices and elsewhere, very largely grow out of the fact that the carriage of second-class mail is not self-sustaining.

Mr. HUBBARD. Yes, sir.

Mr. GLASGOW. That is the view, principally, that you present, as I understand. The reforms which you have referred to by the Department in its rulings and the sustaining of those rulings by the courts have gone very far to remove the difficulties on the lines upon which those rulings were based?

Mr. HUBBARD. Yes, sir.

Mr. GLASGOW. That is true, is it not?

Mr. HUBBARD. I should say so.

Mr. GLASGOW. Do you think that the efficiency of the Department has reached the end of its tether, in benefiting the service by care-

ful, consistent, and intelligent rulings upon questions which may be presented where difficulties are encountered?

Mr. HUBBARD. Well, a full answer to that question should be given by one higher in the authority of the Department than myself. I am a subordinate, and low enough down in the scale, so that I should be careful to say only that which my superiors might think is wise.

Mr. GLASGOW. That is not the basis on which we ought to proceed. You and I are entitled to our opinions here.

Mr. HUBBARD. Oh, yes.

Mr. GLASGOW. And I want to get your views about it, not the views of the Department——

Mr. HUBBARD. Yes.

Mr. GLASGOW. Expressed through you. I want your views.

Mr. HUBBARD. Just so.

Mr. GLASGOW. What I want to know—and I will be perfectly frank in telling you why I want to know it—is this: I recognize what you say as to the beneficent effect of the rulings of the Department which have been sustained by the courts.

Mr. HUBBARD. Yes.

Mr. GLASGOW. Now, what I want to know is whether that can not be carried further, and whether by a codification of the rulings which become laws a great many of the difficulties now encountered can not be eliminated in that way. You understand what I am after?

Mr. HUBBARD. I think I understand; but your cure is not there. The Department might have done some things better. It might still do some things better under existing law and conditions. I am not here to criticise the Department.

Mr. GLASGOW. You do not understand me as doing so.

Mr. HUBBARD. Oh, no.

Mr. GLASGOW. I am not criticising the Department, but I am just wondering. It is a matter that I want information upon.

Mr. HUBBARD. Certainly, and I am here to give it to you if I can, reasonably.

Mr. GLASGOW. Yes; I understand that. Now, I want your opinion whether, if the Department pursues the course that it has so wisely inaugurated, as questions come up, making its rulings, eliminating fraudulent attempts at evasion of the laws, backed by the courts, as it has been in all of its sane rulings, whether that would not go a great extent to relieve some of the difficulties which you have encountered.

Mr. HUBBARD. I think if you have followed the argument or statement read by Mr. Glassie you will understand that for me to admit all you would possibly like me to admit would still not cover the ground. We try to cover it in other ways and by other recommendations.

Mr. GLASGOW. It would not cover the difficulty of there being a deficit in carrying second-class matter.

Mr. HUBBARD. No.

Mr. GLASGOW. Now, is it your view that every branch of the Department should be self-sustaining?

Mr. HUBBARD. I do not see why not, if it can be done. The various classes of matter—necessarily mail matter is divided into classes——

Mr. GLASGOW. Yes.

Mr. HUBBARD. And being first divided into classes, it seems to me, in the practical way of doing things, that each class ought to pay for the handling of it.

Mr. GLASGOW. That is what you think?

Mr. HUBBARD. The post-office was not instituted as a money-making proposition, but I can not understand really why the merchant who sells shoes should be obliged to pay 16 cents a pound to send a pair of shoes weighing a pound through the mails while the publisher sends his commodity for 1 cent a pound.

Mr. GLASGOW. Of course, that is a question of policy.

Mr. HUBBARD. It is in the line of your inquiry.

Mr. GLASGOW. Now, what I want to ask is this: What do you estimate to be the loss in carrying second-class matter?

Mr. HUBBARD. I have never made what I am willing to call a first-class estimate.

Mr. GLASGOW. I mean just approximately.

Mr. HUBBARD. I would say about 5 cents a pound.

Mr. GLASGOW. That would be about \$30,000,000.

Mr. HUBBARD. Yes; I take it there. I have taken that figure in computing.

Mr. GLASGOW. Then, if the second-class mail matter were self-sustaining, the revenues from it would be about \$30,000,000 instead of \$6,000,000?

Mr. HUBBARD. Yes.

Mr. GLASGOW. That would mean that for the last year instead of there being a deficit in the whole Post-Office Department there would be a surplus of about \$10,000,000.

Mr. HUBBARD. So.

Mr. GLASGOW. Do you think that the Post-Office Department ought to make money?

Mr. HUBBARD. Well, now, we come to the consideration of other questions. There are some gentlemen here representing a postal reform proposition (I understand they were here yesterday), and they want a 1-cent postage on letters, you know, and a lot of other fellows want the same thing.

Mr. GLASGOW. Yes; but I do not think you ought to work this matter out upon the theory of giving to everybody everything they want.

Mr. HUBBARD. Oh, no; but I say—now this is just my opinion about it—I would like, if we could, to see the various classes of mail matter paying their way through the mails for transportation and delivery. I would then like to see how much money that makes under the present units of weight and postage as assessable upon those units of weight; how much money that would make to the good. Then I would like to have Congress look the question over carefully and see who, if anybody, is not receiving enough pay. Now, I am not a sandbagger on the Treasury at all, but there are people in the postal service who are not paid what they should be paid. If there were a surplus I would like to have some of that surplus put into an adjustment, and pay fair wages to men employed in the service, and then take up the question of where the postage should be cheaper, where one class is paying too much, and cheapen the postage. That is what I should like to see, and I do not like to hear 1-cent postage howled about, and the other postage, and so on, until some adjustments are made and we see where we are.



Mr. GLASGOW. In other words, you think the increase of wages is the most important fact of the whole matter?

Mr. HUBBARD. Well, I have set out the importance of it in my paper as I see it.

Mr. GLASGOW. Now, Mr. Hubbard, do you not think the broad and conservative way to look at the question of the Post-Office Department is that the Department, taken as a whole, should, so far as is consonant with the public service, be self-sustaining—as a whole?

Mr. HUBBARD. Oh, as a whole; yes.

Mr. GLASGOW. It is not a question of segregating, so that each particular part of the service should repay the Department for that particular service, but that, taken as a whole, so far as consonant with the public service, the Department should be self-sustaining.

Mr. HUBBARD. Oh, well, when we call the dogs to dinner, you know, we call them by their names. We have to give them their names or they would not know what they were when they came to dinner. If they did not have any name, you could not name them. Just so I would have the classes of mail matter named and understood, and would have each class pay its way if it could. I do not know why it should not.

The VICE-CHAIRMAN. Are there any other questions to ask Mr. Hubbard? Has any member of the Commission any questions?

Senator CARTER. Mr. Hubbard, you state in your paper that the cost of carrying first or second class matter is easily ascertainable. Will you kindly explain the method, in simple fashion, by which you arrive at the cost of carrying second-class mail matter?

Mr. HUBBARD. Well, possibly I was too easy in that statement. I think my statement says "the cost of carrying second-class matter."

Senator CARTER. I think that is correct.

Mr. HUBBARD. In writing that statement I perhaps said that too easily. I do not know that I would want, just here and without further consideration, to say just how that could be done. It still seems to me, however, that it can be done and that it would not be a serious matter to work out. I do not know that I would want, right on my feet, to say in simple fashion just how I would arrive at a computation of the cost.

Senator CARTER. From your experience, which is very long and varied, you would proceed upon some substantially equitable basis to ascertain with approximate accuracy what elements would enter into the computation of transportation?

Mr. HUBBARD. Certainly.

Senator CARTER. Handling at the office of origin——

Mr. HUBBARD. Origin and destination.

Senator CARTER. And destination.

Mr. HUBBARD. Yes; just as I have made figures in our statement concerning the cost of handling the hundred pounds of fully made-up matter as it reaches us and the cost of handling the miscellaneous matter. We call it in the one case fully made-up, tagged out, and in the other we call it miscellaneous, or that which we have to separate according to the State and then take it over to the State cases, make the distribution, sack it, and send it to the depot. I have undertaken to make a computation of that, one costing 4 cents a hundred pounds and the other 41. Those are things that would be figured out in much the same way, on similar lines.

Senator CARTER. Are lines of demarcation so drawn in the handling of the mails as to enable the person charged with the task to separate, with approximate accuracy, items of cost properly applicable to second-class matter, to first-class matter, and to third-class matter, etc.?

Mr. HUBBARD. Oh, yes; it can be done.

Mr. GLASGOW. May I ask one other question which I omitted. I notice in the report of the Postmaster-General an estimate of \$19,000,000 as the cost to the Post-Office Department, at the current rates of postage, of handling free matter for the Government, the Departments. Would you suggest any qualification of that line of procedure?

Mr. HUBBARD. I may say upon that point that I hear a great deal about the free matter and about it being the cause of a deficit. Those who have adopted that popular cry are not acquainted with the facts. Now I undertake to say that if the great post-offices of the country, and all the post-offices of the country that occupy Treasury buildings paid a fair rent, paid for their fuel, light, furniture, and janitor service, it would more than pay the free mail-matter cost.

Mr. GLASGOW. But the fact is, as it appears from the report of the Postmaster-General, that if the other Departments of the Government, outside of the Post-Office Department, paid the Post-Office Department for services rendered during the year ending 1905, the Post-Office Department would have had \$19,000,000 more money than it had under existing conditions.

Mr. HUBBARD. Yes; but—

Mr. GLASGOW. And therefore instead of there being a deficit, there would have been a surplus.

Mr. HUBBARD. Still, in that view, then, what I was getting at, if you will pardon me—

Mr. GLASGOW. Let me ask my question, please.

Mr. HUBBARD. Yes.

Mr. GLASGOW. Now the question that I propounded to you is, would you suggest any way of curing that defect, as a matter of bookkeeping or whatever you call it, so that the Department would show what is the real fact, that it has not a deficit but a surplus? Would that make any difference in your view concerning it?

Mr. HUBBARD. It does not trouble me on that score. As I say, they were sliding out of paying rent. For instance, speaking for the post-office with which I am connected, I am in one of the Government buildings. If we had to pay for space what it is worth in Chicago, in the place where the post-office is; if we had to pay for the more than 4,000 electric lights that we burn; if we had to pay for the heat, and if we had to pay for all our furniture and pay for the janitor service, all taken care of by the Treasury Department, and then could get from the various Departments all they ought to pay as postage, putting it that way, I guess we would be out more than we would get in. That is what I think.

Mr. GLASGOW. Are the payments which are made by the Treasury Department on account of lights and janitor service and water, and things of that kind, charged up to the Post-Office Department?

Mr. HUBBARD. Not in any way.

Mr. GLASGOW. They are not?

Mr. HUBBARD. Oh, no; not in any way.

Mr. GLASGOW. That is the view that you take of it—that if the Post-Office Department paid for these things that \$19,000,000 would be taken up?

Mr. HUBBARD. Certainly; I do think so.

Representative MOON. Mr. Hubbard, unless the furniture and other matters sent through the Post-Office Department by other Departments are weighed during the weighing time, they do not count at all, do they, in transportation?

Mr. HUBBARD. I think not. The compensation is fixed according to weights taken during the weighing period.

Representative MOON. In other words, unless the weighing happens to be at the time the furniture is carried, then all the rest of the furniture carried during the rest of the year is carried at a loss to the railroad company.

Mr. HUBBARD. I would say so. It would look that way.

Representative MOON. But if it so happens that the furniture is put in the mail during the weighing period, and is counted in the bulk, then the Government becomes the loser.

Mr. HUBBARD. Well, yes; I should say that would be true.

Representative MOON. So it depends largely upon how that question is handled.

Mr. HUBBARD. Yes, sir.

Representative MOON. Can you tell us how much more is paid for the carrying of first-class mail than the cost of carriage? I mean how much more than the Government receives?

Mr. HUBBARD. No; I can not give you any figures on that.

Representative MOON. Can you give the figures that third or fourth class mail pay?

Mr. HUBBARD. No; I can not give you it on that.

Representative MOON. What was your data on the loss on second class?

Mr. HUBBARD. The figure that I put, the cost of carrying second class, handling and delivery, is 5 cents a pound. That is, I assume it to be that.

Representative MOON. That is just an assumption.

Mr. HUBBARD. An assumption.

Representative MOON. You do not know whether that is a correct figure or not?

Mr. HUBBARD. I do not know whether it is five, six, or seven.

Representative MOON. You just made your calculation on that as an arbitrary basis.

Mr. HUBBARD. I put it at a figure that I thought came within a reasonable point.

Senator CARTER. Will you prepare a computation on the subject of the cost of carrying second-class mail matter, for the use of the Commission, to be presented later?

Mr. HUBBARD. Without making a definite promise, I will endeavor to give you light upon that subject. I will do the best I can in that regard, without giving you an absolute calculation. It is a practical question, of the means that I am able to use.

Mr. GLASGOW. As I understand you, Mr. Hubbard, when these matters of furniture and so forth are carried in the mails, unless

they happen to be weighed the railroads are the people who suffer by carrying them.

Mr. HUBBARD. I said I think so. On that score I am about as green as you are, you know.

Mr. GLASGOW. Well, I don't know about that.

Mr. HUBBARD. Not assuming that you are particularly green: not that, but you and I know about as much on that subject.

Mr. GLASGOW. If I could get in the same class as you I would be satisfied, whether it is green or not.

Mr. HUBBARD. How is that?

Mr. GLASGOW. I say if I could get in the same class with you I will be satisfied, whether it is green or not.

Mr. HUBBARD. Thank you.

Mr. GLASGOW. What I want to direct your attention to is this: Even if the railroads suffer loss by reason of the carriage of this furniture and so forth for the Departments—and that would be so under your idea—then if the Government was paid by the people who sent this furniture and so forth, they would get paid for it, and it would not cost them anything to carry it; is that so?

Mr. HUBBARD. Yes; that would be true, too.

Mr. GLASGOW. Then that would help your revenues very considerably.

Mr. HUBBARD. Yes; that would be a good speculation.

The VICE-CHAIRMAN. Mr. Hubbard, as a matter of fact you do not undertake to leave the impression that much furniture is carried by mail, do you?

Mr. HUBBARD. Not at all. I do not know anything about it as a matter of fact.

The VICE-CHAIRMAN. And when you have spoken about furniture, you have meant the furniture furnished in the offices and not the furniture transported by mail.

Mr. HUBBARD. Yes, sir.

The VICE-CHAIRMAN. It is true, is it not, that there is a statute now which absolutely prohibits the transportation of furniture by mail?

Mr. HUBBARD. I think so.

The VICE-CHAIRMAN. You made answer to Mr. Moon relative to the profit, if any, in the carriage of first-class mail matter?

Mr. HUBBARD. Yes, sir.

The VICE-CHAIRMAN. The rate on first-class mail is 2 cents an ounce, or 32 cents a pound?

Mr. HUBBARD. Yes, sir.

The VICE-CHAIRMAN. Is it not true, as shown by the statistics of the Post-Office Department, that by reason of the fact that the great majority of letters bearing 2-cent postage are under weight they yield a revenue of approximately 87 cents a pound instead of 32 cents a pound?

Mr. HUBBARD. I should say that is true.

The VICE-CHAIRMAN. I now want to direct your attention to that part of your statement relative to the handling of second-class mail in the Chicago office. You made reference to some calculations that you had made, which showed a cost of 4 cents a hundred pounds in handling second-class mail. Was that second-class mail which was

received for entry at the post-office at Chicago or was it received from other post-offices?

Mr. HUBBARD. It was mail delivered at the Chicago post-office -- publications entered at the Chicago post-office.

The VICE-CHAIRMAN. Both the calculation for the bulk mail at 4 cents a hundred and for what you call miscellaneous mail at 41 cents a hundred was on second-class mail entered at the Chicago post-office?

Mr. HUBBARD. Absolutely.

The VICE-CHAIRMAN. Have you made any calculation of the cost of handling second-class mail, either in bulk or by pieces, at the Chicago post-office which originated at other offices?

Mr. HUBBARD. I have not, except in that part of my paper which deals with the cost, with the number of men who handle second-class matter in the city division—that is, the division of delivery.

The VICE-CHAIRMAN. Is there any mail of the second class received at the Chicago post-office which originated at other offices, which is handled exclusively in bulk?

Mr. HUBBARD. Let me get that question again.

The VICE-CHAIRMAN. What I mean is, are there any bulk packages of second-class mail addressed to individuals in Chicago, which bulk packages originated at other offices, which are not handled by the distributing clerks in Chicago?

Mr. HUBBARD. Oh, very many; sent to news agents who call at our office.

The VICE-CHAIRMAN. That is what I mean.

Mr. HUBBARD. Yes, sir.

The VICE-CHAIRMAN. Now, approximately, what proportion of second-class mail, originating at offices other than Chicago, and received at Chicago, is handled exclusively in bulk at the Chicago office? Is it a small per cent or a large per cent?

Mr. HUBBARD. Of the mail that comes into the Chicago post-office, the bulk mail—oh, I would hardly say how much that is.

The VICE-CHAIRMAN. What I want to know is, is the relative proportion large or small?

Mr. HUBBARD. Well, it is small.

The VICE-CHAIRMAN. What proportion of the second-class mail originating at the Chicago post-office is routed by the publisher—that is, the second-class bulk mail which goes through the Chicago office?

Mr. HUBBARD. Originating at Chicago?

The VICE-CHAIRMAN. At Chicago?

Mr. HUBBARD. There is a very large percentage of it as to tonnage that is routed by our publishers.

The VICE-CHAIRMAN. How large a percentage?

Mr. HUBBARD. Oh, 60 per cent.

The VICE-CHAIRMAN. From your experience in the service, what, in your opinion, is the percentage of the second-class mail which is routed by the publishers, taken the country over?

Mr. HUBBARD. Well, I should say 50 to 60 per cent.

The VICE-CHAIRMAN. From your experience in the service, would you say it would be practical for the Government to handle by freight from the city of publication bulk second-class matter which is to be distributed in the town of destination?

Mr. HUBBARD. I do not know why it would not.

The VICE-CHAIRMAN. In other words, if a sufficient amount of

bulk second-class matter from a publisher in New York was destined for distribution in Chicago, would it be practical, in your opinion, for the Government to handle that bulk second-class matter by freight between New York and Chicago, and there receive it in the post-office and distribute it in the usual way?

Mr. HUBBARD. Yes; it would be practicable.

The VICE-CHAIRMAN. Would it, in your judgment, be practical for the Government to fix a rate upon a second-class publication for what we may arbitrarily term the news matter or literary matter and a different rate for the advertising matter contained in the same publication?

Mr. HUBBARD. That could be done.

The VICE-CHAIRMAN. For example, taking a periodical published and entered at any office, containing, say, 100 pages, 50 pages of which would be literary or news matter and 50 pages of which would be clearly advertising matter, would it be practicable for the Government to fix a postal rate upon the 50 pages of literary and news matter and a different rate on the 50 pages of purely advertising matter?

Mr. HUBBARD. It would be possible to differentiate as between the two kinds; especially easy, apparently easy, as I see it at a quick glance, with reference to periodicals. I should say that difficulties might arise in the case of the great newspapers on that score, although it does appear to me that that could be worked out, and quite reasonably. I can see some difficulties. They are perhaps a little conjectural or chimerical. I would want to think that matter over pretty thoroughly in order to make any announcement of opinion on it.

The VICE-CHAIRMAN. In your judgment, based upon your experience and knowledge of the service, is there any practical difference between 50 pages of advertising matter in a periodical publication and 50 pages of advertising matter in a catalogue?

Mr. HUBBARD. Why, no; it is advertising.

The VICE-CHAIRMAN. What justification is there, then, in the Government transporting one of them at 1 cent a pound and the other at 8 cents a pound?

Mr. HUBBARD. I can see none whatever.

The VICE-CHAIRMAN. Speaking exclusively of the advertising.

Mr. HUBBARD. I understand. I see no justification whatever.

Mr. GLASGOW. May I ask one question? As I understand the situation, Mr. Hubbard, the publication of periodicals and the advertisements along with them has very greatly cheapened the cost to the reader of the reading matter which he consumes. That is true, is it not?

Mr. HUBBARD. In other words, the publisher does not care much what he gets for the publication?

Mr. GLASGOW. No; I did not say that.

Mr. HUBBARD. No; that is a wrong idea.

Mr. GLASGOW. No; I did not say that. You may say that if you want to. I do not say that.

Mr. HUBBARD. I am simply trying to get at what is in your mind, which is a hard thing sometimes.

Mr. GLASGOW. I know it is—whether there is anything there at all sometimes. But my suggestion that I am making to you is this: Is it not a fact that by the addition of advertising matter to reading

matter in the publication of periodicals the cost of the magazine to the reading public has been reduced?

Mr. HUBBARD. Why, of course. And we know why, you and I both.

Mr. GLASGOW. Certainly we do.

Mr. HUBBARD. Certainly.

Mr. GLASGOW. Now, is there no difference between that kind of a magazine, where there is reading matter and advertisements, and a publication containing advertising matter exclusively?

Mr. HUBBARD. Well, on the line of the chairman's suggestion as to the rate that you would put on the advertising matter in the magazine which would make it pay its way, charging one rate for the literary matter and another rate for the purely advertising matter, a lower rate for the information of a public character contained therein—

Mr. GLASGOW. I understand, but there is a difference between a purely advertising publication, what you call a house organ, and a literary magazine in the advertising?

Mr. HUBBARD. Not in the advertising.

Mr. GLASGOW. In that the advertisements cheapen the reading matter to the public. Is not that so?

Mr. HUBBARD. Oh, putting it that way, yes; but there is no difference in the thing itself.

Mr. GLASGOW. I understand there is no difference in the weight.

Mr. HUBBARD. No difference in the weight and no difference in the advertising.

Mr. GLASGOW. Now, there is one other question that I want to ask you. Was it not a few years ago that the Post-Office Department did charge the other Departments of the Government for services rendered?

Mr. HUBBARD. I do not recollect that it did. I recollect that we had official stamps to be put upon all official matter. The various Departments had each their official stamps of different denominations, so the application of those stamps would be in the denominations just as they would be of the regular stamps of the individual who was paying for his mail. Now, it may be that there was some accounting kept of the number of the stamps, of the denominations of those stamps in the various Departments, and some account made of them. What there was I am unable to say. I can not imagine what the use of those stamps was unless it was such a proposition.

Mr. GLASGOW. Yes; I just wanted to get at that.

Representative MOON. Is it not the law now, and has it not been the law all the time, that the other Departments of the Government must pay for what they send through the Post-Office Department, and is not the passage of those things through the Department without the payment of postage simply a violation of law on the part of the Department?

Mr. HUBBARD. Not as I understand it.

Representative MOON. Well, there is a law.

Mr. HUBBARD. Not as I understand it.

The VICE-CHAIRMAN. You do not refer to first-class postage?

Representative MOON. No; I do not refer to first-class postage at all. I am talking about merchandise going through the Post-Office Department.

The VICE-CHAIRMAN. I am sure you are mistaken, because there is a clear statute which permits the Departments to transport through the mail any packages or other matter—

Representative MOON. Matter that is mailable.

The VICE-CHAIRMAN. No; I am speaking of the old law. That has been modified by the statute of the last Congress, which put a limit upon that of 4 pounds; but the old statute did not state a limit at all.

Representative MOON. I have always understood the law to be, and I insist it is so yet, that all mailable matter may go through; but the Department has no right to take anything that is not mailable, either from another Department or from anybody else. There are things that go through the Department now—are said to go through—that are not mailable matter.

The VICE-CHAIRMAN. Without discussing it or taking up time, I will in a few minutes quote in the record the law itself.

Representative MOON. I understand that statute has received different constructions. The difference between us is on the question of mailable and unmailable matter.

The VICE-CHAIRMAN. I do not think the word "mailable" is a part of the old statute.

Mr. GLASGOW. Mr. Chairman, the statute you referred to a few minutes ago as to the preventing of furniture, etc., going through the mail was a recent enactment, was it not?

The VICE-CHAIRMAN. Yes; at the last session of Congress.

Mr. GLASGOW. That is what I thought.

The VICE-CHAIRMAN. And also this statute which I just referred to, which limits matter other than first-class mail transported by any Department to matter which would be mailable in the hands of a private individual.

Representative MOON. You do not seem to understand my position exactly. I do not think an iron safe, for instance, is mailable matter. I do not think it could go through the mail under the law.

The VICE-CHAIRMAN. It could have gone through the mail prior to this last statute.

Representative MOON. As merchandise?

The VICE-CHAIRMAN. Under a law that applied exclusively to the Government.

Senator CARTER. I understand Mr. Moon's contention to be that the statute limiting the weight of mail applies generally to Government matter as well as other matter, and that the statute permitting other matter to go through does not extend it.

Representative MOON. Yes; that is the idea.

Mr. HERBERT. I should like to ask Mr. Hubbard a few questions. I understood you to say that the cost of newspaper making had decreased in everything excepting wages?

Mr. HUBBARD. Labor.

Mr. HERBERT. Do you think you have informed yourself on that? I know that papers are paying a hundred times as much for reporting and correspondence as was paid thirty-five years ago. The size of the paper is enlarged. I think if you would go to any newspaper man and talk about it you would find that his paper actually costs him more. He gets more for his advertising, but the production of the paper costs more than it did.



Mr. HUBBARD. The item of reporters would be labor, would it not?

Mr. HERBERT. Yes; but there are more of them. The telegraph bills are many times as large. Papers that took no telegraph at all are now paying out hundreds of dollars every week for it. The necessities of newspaper making to-day, the demands on the newspapers, their excellence, which has increased so much, all make it a fact that instead of costing less to produce a paper it costs more in the actual product.

Mr. HUBBARD. I may be wrong in items, but as a general proposition I think I am right.

Mr. HERBERT. More than that, we pay our linotype operators just as much as we paid to hand compositors, and I think every publisher does. It costs just as much to set by linotype, only it is more speedy and more convenient. I think if you will ask any publisher here you will find that is a fact.

Mr. KRACKOWIZER. With the chairman's permission I should like to ask only one question, and that is as to the distinction between the advertising matter in a periodical and the advertising matter, as such, in a catalogue or house organ. You said, so far as the matter itself was concerned, there was no difference?

Mr. HUBBARD. I can see none.

Mr. KRACKOWIZER. The question I am trying to put to you is this (it has already been partly put by Mr. Glasgow): Is there not a difference to the reader between something that is directly the product of the advertiser and something that is primarily a product aimed at pleasing the reader? If you make no distinction between the advertising carried in a periodical and the advertising carried in a house organ, who will pay the freight? Will it or will it not be the reader? Can you expect the publisher, either as a publisher of advertisements or as a publisher of pure news and literary matter, to bear the burden? In other words, where are your \$30,000,000 coming from? Are they coming from the consumer or from the publisher?

Mr. HUBBARD. I suppose the general rule will apply as it does everywhere else. The consumer is the man who pays for it as a rule.

Mr. KRACKOWIZER. In other words, the privilege or the subsidy is not granted to the publisher, but to the reading public?

Mr. HUBBARD. It looks to me as though it was the publisher that is getting the subsidy just now.

Mr. KRACKOWIZER. He is the distributor, just as in the case of the tariff, but the consumer pays the tax. Is that your idea?

Mr. HUBBARD. You and I will get into a long-winded affair here if we do not look out.

Mr. KRACKOWIZER. Not if I can help it. Is the subsidy going to the public or to the publisher?

Mr. HUBBARD. That is a ground I am not going over just now. I take that ground and stop there.

Mr. KRACKOWIZER. And if he is to be deprived of it, then who will be the loser by it—the publisher or the consumer?

Mr. HUBBARD. Well, the publisher must work out his own salvation under the law.

The VICE-CHAIRMAN. I want to put into the record, at this point, the law to which Judge Moon and I referred a little while ago. It is section 512 of the Postal Laws and Regulations, and reads as follows:

Sec. 512. It shall be lawful for all officers of the United States Government (not including Members of Congress, and the Smithsonian Institution, the National Home for Disabled Volunteer Soldiers, and the Bureau of American Republics, established in Washington) to transmit through the mail free of postage any letters, packages, or other matter relating exclusively to the business of the Government of the United States (or of such Institution, Home, or Bureau): *Provided*, That every such letter or package to entitle it to pass free shall bear over the words "official business" an indorsement showing also the name of the Department, and, if from a bureau or office (or officer) the name of the Department and Bureau or office (or officer), as the case may be, whence transmitted (with a statement of the penalty for their misuse). And if any person shall make use of any such official envelope to avoid the payment of postage on his private letter, package, or other matter in the mail the person so offending shall be deemed guilty of a misdemeanor and subject to a fine of three hundred dollars, to be prosecuted in any court of competent jurisdiction.

A statute was passed at the last session of Congress which modified this. I have not the statute before me, but in substance it provides that no Department of the Government, or independent governmental establishment, is privileged to send through the mail under an official envelope any matter that would not be mailable if offered by any person paying postage upon it, which brings the limitation of official matter of all kinds entitled to be entered to the mail under penalty envelopes by any Department of the Government to the same limitation of weights as that which applies to an individual when he offers a package for mailing.

Representative MOON. Now, Mr. Chairman, that statute is one that I am aware of, but there is also a statute limiting the weight, and that statute in its terms limiting the weight heretofore is not confined to individuals, but is equally applicable to the Government of the United States. Taking the two statutes together, I have insisted (and you will recollect the debate in the House along those lines) that the Government has never had the right to do any more than the individual could do in these matters, so far as the weight limit is concerned, and that the sending of an iron safe or furniture or things of that sort through the mail, was a violation of the law of the land, and in order to avoid any further trouble along that line Congress gave expression to its views, which is the interpretation of the law through the statute passed at the last session.

The VICE-CHAIRMAN. Mr. Hubbard will be excused, and the secretary will call the next.

The SECRETARY. The next is a statement from the committee of the National Editorial Association, represented by a committee consisting of Mr. Benjamin B. Herbert, of the National Printer Journalist, Chicago, Ill.; Thomas P. Peters, Brooklyn Times, and George T. Fairbanks, of the Bulletin, Natick, Mass.

**STATEMENT OF BENJAMIN B. HERBERT, REPRESENTING THE  
NATIONAL EDITORIAL ASSOCIATION.**

Mr. HERBERT. Mr. Chairman, the other members of the committee have delegated to me the saying of what we would present at this time.

I do not know whether you are familiar with the National Editorial Association or not, and so it may be well to remark briefly on the character of the association. It is a body made up of delegates from all the States and Territories of the United States. It was organized

twenty-one years ago and has met in all parts of the country, and expressed opinions in regard to the wants of its members, and so forth. It largely represents the home weeklies and the home dailies, and also to some extent the metropolitan dailies and agricultural papers. That is, they belong to State associations, and by sending delegates to the national body they are represented. We represent about 8,000 different publications in the National Editorial Association. We have one delegate for every twenty-five editors in a State, and by that means we have generally from 300 to 400 delegates at our meetings.

Now, the members of this large body are, the great majority of them, newspaper men, and they are men who are largely engaged in the discussion of political matters and the disseminating of general news with regard to politics and official affairs. They are in the main what are designated the newspapers of the country.

Now, I think we are all willing to admit that everything in this country should be on a reciprocal basis. That is, if we receive service we should give service; that whoever receives pay without rendering a valuable consideration is to that extent a thief or else a beggar, whether he be the President of the United States, an editor, a Congressman, a Senator, or anybody else; that the whole system of the country is based on the idea of rendering service equivalent to what we receive. We are willing to admit that as a basis.

Now, I hope some of you read the splendid tribute that Mr. Fairbanks paid to the press in his speech at Chicago the other day, in which he spoke of the governing principle of public opinion and the necessity to the public of having a press that brought together, crystallized, and gave out that public opinion. We believe in the high standard of the press that he set for them. It has been the teaching of our association that we are responsible to the country as citizens and that we are responsible to our constituency to give them fair and honest representations and facts.

Now, we have been told by nearly every politician, Congressman, Senator, and President of the United States that the press of this country is doing a great work; that it is through this agency that it is possible to have a republic; that the only way to have a free government is to have some agency that will go forth and inform the people as to every act of the Government, and that will gather up the wants and opinions of the people and bring them to influence the representatives of the people.

Now, I think there has been and there is apt to be a distinction between the Government and the people. My idea is that the people are the Government. We are told so by all the politicians over and over again, and when we are talking about the Government doing certain things, it is the people who are doing them through their agents; and it is not Congress, it is not the Post-Office Department, but it is the people back of them who are employing them to do certain service and for certain objects, and if those objects are worthy, they are bound to obey the voice of the people.

I have been very much pleased with this hearing so far. I think it is very wise to bring men of different opinions together. We are apt to get into grooves; and I have been pleased to hear the remarks and to see the exhibit that has been made. But it seems to me that

this reveals a fact, that instead of simplifying we have multiplied rules without any reason or any real results.

Minnesota, in her State law, has a definition of a newspaper. They say a newspaper shall consist of at least 4 pages, 5 columns to the page, to be made up of varied news and other matters. Of course, when it comes to the periodical, I think that a definition could be got of that; but the idea that I want to bring out is that before any publication should be entitled to admission to second-class rates it should show that it is such a publication as can serve the Government and serve the public, and there should be a definition along the lines suggested by Mr. Madden, in which he said that the postmaster himself would look at a paper and know whether it was a newspaper or not, and do away with all this long hearing and argument about the forms, and everything of that kind. In the public mind there is a pretty clear idea of what is a newspaper. A little slip of paper, 2 inches wide and with only 2 pages, is not, in the public mind, a newspaper.

It is easy to define that which is a newspaper. A newspaper is that which is rendering service in giving news, in giving facts, in giving varied conditions. A periodical should have something more than stories. It should be something that does not deal in stories alone, but in literature, in facts. A trade paper should be one that gives news in regard to trade and facts with regard to trade. This should not be a thing that requires any secret examination, but one that requires public understanding and public examination.

Now, some statements have been made, and I call attention to one statement of the last speaker. It is a popular idea probably that newspapers cost less to-day than they did twenty years ago. Anybody who is making a newspaper knows differently. Our expenses in every direction have increased. We have to make a larger paper. We have to supply more matter. A paper with the matter that was published twenty-five years ago, that would live, with half a dozen little local items and long editorials, such as we saw in our small country papers, would not live a month at the present time. They have got to be filled with news. They are larger, and everything that is set on paper costs more than it did then. We have got to make better papers or we could not live.

I have taken up this matter in an address that I have handed to you, and with the permission of your Commission I will read briefly from it. I begin with the idea of vested rights, referred to by Mr. Hubbard.

The present postal system has been built up by acts of Congress through many years for the benefit of the people and the diffusion of information so essential in a republic. It is the cheapest and most efficient and essential educational system in existence.

I deny that there ever was any idea of a subsidy to publishers in the postal rates. It was the idea of favoring the people, and with the idea of disseminating knowledge. I will refer to the statement of Thomas Jefferson, away back in the 1770's. Thomas Jefferson was considered the law and the gospel by some people, and a pretty good safe man to rely on. As a matter of public policy he advocated just what the Government has pursued since, not for the benefit of the publishers, but for the benefit of the people and for the safety

of the Republic. I say that under this idea, which is a true one, and which has been advocated by every statesman from the foundation of the Government until to-day—under this idea the publishers have built up their business.

They have fixed their rates, they have pushed their circulation, they have made their investment on the basis of the charges that were fixed by the Government. They have built up large properties, they have built up papers of large circulation, until the whole mass of the people is reached by newspapers. Now, I say that Congress has no right to interfere with vested rights. Those rights are sacred. If any change is made, it must be made so as not to injure rights that now exist under laws made by Congress and not by the publishers, and which the publishers never asked for.

Publishers have fixed the prices of their publications and arranged their business under the existing system, and any change would disturb present satisfactory conditions, and any radical change would be ruinous and result in the destruction of existing business and properties that have been legitimately built up under existing laws.

If there are abuses, legitimate publishers are not responsible for such abuses. The abuses should be corrected, but existing business and property rights should be conserved.

I claim that there is no difficulty at all, and I think it has been shown by Mr. Madden that there is really no difficulty in finding out what a legitimate newspaper is, and what a legitimate periodical is, and, of course, that is all we ask, that this be confined to those papers.

The newspaper press is the most speedy and effective method for the Departments and officers of the Government to reach the citizens, each of whom is an integral part of this free Government, whose authority or approval must be sought, and all of whom are entitled to be at once informed of the plans and doings of their employees, of the public officers chosen by them, or appointed by their employed officials. If the Government had to pay at commercial rates for all this necessary information furnished promptly by the newspapers without charge, or was compelled to send the same out by telegraph or mail to each individual citizen, the cost would be fourfold what is now paid out for carrying all the published newspapers and periodicals through the mails. The newspapers do governmental service that would be almost impossible in any other way. The newspaper and periodical press has become one of the strongest governmental arms or agencies.

It is the herald of official information, proclamations, and legal enactments, the most effective aid to the citizens in choosing their representatives and all public officials, a guard over public interests and official honesty, and the sleepless detective of public wrongs and official wrongdoers in the service of the nation, and the counselor and friend of those who do well, too. It is a school of statesmanship, of civic rights, of public policy and administration, informing as to public wrongs and needs and official abuses, and an interpreter and inculcator of mutual, individual, and public rights, insisting on respect therefor and the observance thereof. It teaches and inspires to civic virtue and patriotism. It is the champion and promoter of education, of public schools and universities, of industrial, normal, and agricultural institutions, and of all the interests and industries subserved thereby. For this public service it neither receives nor

asks for direct rewards. In view of all these facts and of all the conditions of free government, must it not be admitted that Thomas Jefferson was right, in 1787, when writing from a capital of Europe, where he had witnessed all the terrors, irregularities, and interruptions in an attempt of government by the people without the means of general information, education, and intelligence, he said:

The way to prevent these irregular interpositions of the people is to give them full information of their affairs through the channels of the public papers, and so contrive that these papers should penetrate the whole mass of the people. The basis of our Government being the opinion of the people, the very first object should be to keep that right, and were it left to me to decide whether we should have a Government without newspapers, or newspapers without a Government, I should not hesitate a moment to prefer the latter. But I should mean that every man should receive those papers and be capable of reading them.

That was Thomas Jefferson's opinion, and that opinion has been coincided with by every leading statesman from that day to this. We have heard it on the hustings, in the halls of Congress, in the administrative departments; but now we are told that we are rendering no service to the Government, that we are merely a lot of commercial chaps who are asking a subsidy from the Government without any return.

Has any public official, any statesman, any politician, any publicist or philanthropist—anyone who has thought he had a word to say in order to keep public opinion right—ever been denied a free hearing in the press of America? Has not the public press rather sought for free expression, and has it not expended millions of dollars in securing, printing, and publishing to all the truth and the most able views, thoughts, and arguments of the greatest and noblest in order to enlighten the opinions of the people and to safeguard the Republic? Has it not been wise and patriotic to encourage the circulation of newspapers, "so that every man should receive those papers and be capable of reading them?" The Government, as represented in school districts, townships, cities, counties, States, and the nation, expends hundreds of millions annually that the people may be able to read and understand without asking one dollar in direct money in return, and why should anyone be so greatly concerned that there is a small apparent deficiency in the postal service through encouraging the means for giving the people the information on which to form their opinions as the citizen sovereigns of this free Republic, this Government by the people?

In view of the fact that the American press renders tenfold more to the Government in actual and immediate service than is expended by the Government in carrying the papers to and distributing them among the sovereign people, the press ought not to be constantly charged with a deficit in the postal service unless such deficit actually and necessarily exists, nor should private individuals, firms, or corporations who use the mails be specially taxed or charged with carrying the mail of the different Departments, branches, or officers of the Government. Postmaster-General Cortelyou has shown that the cost of carrying the mail for the Departments of the Government, the army and navy establishments, the Departments of State, of the Treasury, of the Interior, of Agriculture, of the agricultural experiment stations of 45 States, of all the different bureaus—Pensions, the Census, the Geological Survey—for free seeds, and for the judicial

executive, and legislative departments, would in 1904 "largely exceed" \$19,822,000, while on the top of all this it is shown that there was an extraordinary outlay of \$12,645,275.79 for free rural delivery, while the sum total of the postal deficit was \$8,779,422.36.

It would thus appear that instead of there being a real deficit there was actually a profit to the Government used in the carrying of its own mails of \$11,042,577.64.

This is saying nothing of the extraordinary outlay of \$12,643,275.79 for installing the free rural mail delivery system, which, it is believed, with proper management, added to the rapid increase in postal matter, largely resulting from this new and desirable service, will soon become self-supporting.

A word with regard to the explanation made by Mr. Hubbard in relation to rents. Of course the people built those public buildings, and they are owned by the people of the United States. I have had an estimate that the whole expenditure there would not be half of the amount of the \$19,000,000, even if it were paid at full rates. Of course the people built the buildings and own them, and I suppose it would only be right to figure that the Government would have to pay the interest on the cost of those buildings, not the rent that some merchant in the city where the buildings are might have to pay. The only fair charge would be the interest on the money that the people have to pay on their own investment.

While the press has given tenfold in direct services to the Government for all that has been expended by the Government to "so contrive that these papers should penetrate the whole mass of the people," it does not follow necessarily that the Government has not paid too much for the transportation of the mails, nor does it excuse Congress or the postal authorities from conducting this great business, the greatest in the world, on business principles and the securing of the transportation of the mails at such rates as are charged to other shippers of freight or express. It is a fact that the daily papers to-day are handled by the railroads and delivered at stations en route at a half a cent a pound, and that express companies will transport and deliver newspapers and periodicals within a radius of 300 miles, in 10-pound lots, at 1 cent a pound.

The express companies seek this business. They come to our office and get it, and make a profit on it at this rate. Now, I have sent my own paper by express time and again in ten pound lots for 10 cents, and I know that the Boston papers and the Chicago papers are having their papers handled for half a cent. Yet we know that the Government is paying 5 cents a pound to the railroads for doing that kind of business, and is furnishing men to handle the mail, and furnishing cars, while paying ten times as much as the express companies will charge publishers for doing like business. I have nothing against the railroads, but for goodness sake do not charge it up to the newspapers if you are giving the railroads a handsome thing. Railroads are useful, but we are not responsible for any liberality that is being shown to the railroads. They are good fellows and all right, but what is being done for the benefit of the railroads ought not to be charged up to the newspapers.

It is believed that the average distance that newspapers and periodicals are carried from the place of publication is less than 300 miles. It would be easy and reasonable to charge extra for carrying

publications circulated beyond that radius. It would not be just to charge the passenger who travels only 300 miles the same as one who travels 3,000 miles, either would it be just to charge the same price for freights carried 300 miles as for freights carried 3,000 miles.

While it is always well to retain a system that is working well and causing no complaints from either the people, the publishers, or the parties directly concerned and who pay the freight, yet, if added receipts for long-distance transportation is deemed necessary or more equitable, it would be easy to adopt a system of different rates on second-class matter for differing large radii of circulation, say, of 300 miles from the office of mailing, similar to the system in use by existing express companies.

I think proof will be presented to you here that the Canadian Government carries second-class matter free within a radius of 40 miles; within a radius of 60 miles for half a cent a pound, and over the rest of the country at 1 cent a pound; yet they have a surplus. Why should the Canadian Government have a surplus and we have a deficit? That is the thing for the Government of the United States to solve.

I want to say right here, too, that there is much more liberality in regard to the matter that goes into the papers that come from England and Canada than there is with regard to our own papers, loose leaves and so on, that we would not be permitted to use in our papers. They come here from those countries and go through our mail. We never object to that, but it shows that they have some definition of what a paper is, and they do not examine to see that the pages are all of exactly the same length, and things of that kind, as has been done in this country.

It is claimed that the Government, although much the larger shipper, pays the railroads much higher rates for transportation than the express companies pay the railroads for like services, and it has been stated in Congress that this excess in the aggregate over what justly should be paid amounts to \$25,000,000. The press has no quarrel with the railroads as to the rates they may or may not receive from the Government, if the same are deemed just, or the people through their Government, on any principle of wise public policy, wish to be liberal with the railroads. They have, notwithstanding all the abuses charged or proved, been of great public utility, and, with the public press, have been the mightiest agencies in the development of the country and making its resources available; but liberality to the railroads on the part of the Government should not be made a charge against the press or against second-class matter. The railroads do not and are not expected to render any direct services to the Government without adequate pay, as do and are the newspapers in their public capacity as purveyors of news and the heralds to the people of the policies, plans, laws, and proclamations of the Government and of all officials, from the President and the governors of States to the mayors of cities, the boards of education, and school-district officials.

Take the weather reports, the agricultural reports, the messages of various kinds—there are a thousand different items that are published by the newspapers without charge—that are for the benefit of the Government and the carrying on of the ideas and plans of the Government. So with the agricultural experiment stations and every-



thing of that kind; while the Government appropriates money to maintain them, the greatest benefit that comes from them is through the distribution of knowledge with regard to what is being done by the "subsidized press."

It may, however, be argued that the great cost to the Government as to second-class matter is that of the carrier delivery of mails, and that the present rates charged for second-class postage will render it impossible to make rural mail delivery self-supporting. The fact is that each carrier can cover only about so much territory in handling letters or first-class matter, and the addition of the newspapers and periodicals adds very little to the actual expense of the delivery service anywhere, and on the rural routes next to nothing at all.

The fact is, as any publisher knows, that we can circulate our papers by means of boys. Papers are not valuable matter in the sense that letters are, and so they can be distributed by boys, at an age when the exercise is good for them, at an expense of a quarter of a cent or less than a quarter of a cent a pound, to our subscribers in the cities. That brings me to the idea that I want to point out to you right here. You have men employed to deliver first-class matter. There is a lot of second-class matter to be distributed, and the necessity does not exist of having high-priced men steadily employed to deliver periodicals. They could be handled in a cheap manner, just as on the railroads this matter could be handled by fast freight, as it is in England, or by express. There is no necessity of piling on the price. The proper work of the Government is the carrying of letters between the people, and that is the source from which the revenue comes. The postage paid for that is a small tax on anyone, and no one is complaining of it.

It is stated on authority that the average rural route wagon travels 25 miles a day, serving 125 families with mail, and picks up about 2 pounds of mail matter. At 1 ounce for each letter that would only be an average of 32 letters a day, and it is fair to suppose that not more than four times as many letters or circulars and postal cards are received as letters sent, so that 8 pounds of mail matter taken out on an average each day, other than second-class matter and merchandise, would be a liberal estimate; that is, 8 pounds. Supposing that each family takes one daily paper, four weeklies, four monthlies, and one quarterly, or ten publications in all, this would only make an average of two publications a day for each family, and at an average of a quarter of a pound each, which is far in excess of the average, would only add 62½ pounds to the carrier's 8 pounds of letters, or 70½ pounds in all, and there would still be opportunity to carry 500 or 600 pounds of merchandise without overtaxing a single horse and wagon, as the load would be getting lighter all the time. I understand that nearly all our mail carriers on rural free delivery routes take two horses, because of the condition of the roads. It is in this carrying of merchandise—the delivery of articles, packages, and parcels from the starting point and other points on the route to customers of the route at such fair reduced rates as would encourage and command the business—that rural routes will be made to pay.

Through some such system the rural routes could be made at once still more popular and valuable; convenient for farmers, mechanics, and merchants. The existence of rural telephone service will add greatly to the practicability of such a plan and add to its value. This

is not a postal express, but it only arranges for the rural route agents to carry packages from the post-office from which they start, or from any other place on their route. Suppose that the rate was fixed at 1 cent a pound from 1 pound up to 5 pounds, and at half a cent a pound above that; 1 cent, say, for every additional 2 pounds.

Senator CARTER. You refer now to merchandise deposited in the office from which the rural carrier starts?

Mr. HERBERT. Yes; deposited in the office from which they start. You know that the telephone service is pretty general throughout the country. Supposing a housewife wants a pound of tea in the morning. She can telephone her grocer the night before to deliver that at the post-office with a 1-cent stamp on it. The next day before dinner time she gets it. Or, if she wants a 3-pound steak, she can have the butcher deliver it in a box properly prepared, with a 3-cent stamp on it, and she gets her fresh meat for dinner. Or, take a boiling piece of 10 pounds; take a hundred and one articles, to which the same principle would apply.

It would be a great convenience to the farmers. It would add to the variety of their living, and give them an opportunity for fresh things more frequently. It would save them thousands and thousands of dollars in hitching up a team and going to the market, and it would avoid all this idea of concentrating trade. They could order from their own dealer with whom they are accustomed to trade on their route, where their carrier would come by, and he could get their goods and bring them to them. Supposing that in that way there were 300 pounds gathered in a day, in going both ways; that certainly would be a small amount if the rates were low. Three hundred pounds, at a cent a pound, would amount to \$3 a day. I believe you now pay \$700 or \$720 to the rural delivery carriers.

The VICE-CHAIRMAN. The maximum is \$720.

Mr. HERBERT. There is an increase in postage of \$3 a day, or \$900 a year. You would have \$180 profit at once. I do not think that is visionary at all, because we know there are a hundred and one things that a farmer wants. He wants to send in a coultter to get it sharpened, or there is some break in a machine. He would telephone to town to have an extra piece sent out. Of course under the old system they had to hitch up and go and get it, but now, under the rural route system, if this modification were adopted, all that would be necessary would be for the farmer to telephone for his little article. This service could be limited to 50 pounds. The farmer could have it brought out to him. It would be perfectly legitimate and would interfere with no present fixed system of business. It would be an accommodation and a great saving to the farmer, and it would pay the Government 25 or 50 per cent profit on the rural routes. I do not think that is an exaggeration at all. As I say, I believe it is the duty of Congress, or the men who are running this, to run it on business principles. They ought to work for an increase of business just the same as those who are managing any other business should; and they should see to it that they get the same kind of rates for carrying on this business that anybody else does.

Another important fact is that the circulation of newspapers, and literary, agricultural, trade, technical, and scientific publications increases very largely the first-class mail business; and it is a fact

that since the recent correction of abuses, allowing for the increased expenditure of the first installation of the rural postal service, the Government postal deficit has decreased with the increase of second-class matter, or, in other words, with the increase in the circulation of newspapers and periodicals. I think your figures will show that if you look at them.

One advertisement in a single paper will often bring from a few hundred to 10,000 replies by letters, which again have to be answered by letters and followed by catalogues and replies. One merchant in New York has recently set forth in a letter the fact that \$2,000 spent in advertising in newspapers and periodicals brought 10,000 replies by letters; that resulted in the Government being paid in the end on incoming and outgoing postage for letters, catalogues, etc., between \$3,000 and \$4,000. This may be an exceptional case, but there are thousands of others; and it is self-evident that millions would not be expended yearly in advertising if replies were not received. Every business has to expend large sums for advertising, and the newspapers through the advertising therein promote the postal business, and the Government is well paid for all that it expends toward helping the greater circulation of the same.

Now, I want to remark right here the idea has been brought out of charging an additional rate of postage for the advertising in these publications. Every practical man, if he is in business, is going to do something to increase his business, either by sending out traveling men or by adding to the attractiveness of his display or by advertising in the papers. He is going to do something to increase that business. The Government conducts the business of carrying letters and that is carried on at a rate that has proved to be burdensome to no one. I have heard no one groan under the burden of paying 2 cents for a stamp to put on a letter or 1 cent for a postal card. I say that these newspapers are all the time increasing the business of the Government in the direction of the carrying of letters, and the Government, in circulating these publications which contain advertisements that call out letters in response to them, is increasing its first-class postal business at one-tenth what it would cost to do so in any other way. If you take the want ads alone—the want ads in this city alone—will bring 1,000,000 letters a week through the post-office. I do not believe that is an exaggeration. I have known a single want ad to bring from 60 to 500 letters in reply. Practically every paper published has a want-ad department. Even the magazines have adopted it and all the trade papers have it.

The want ads alone are increasing the first-class business and I tell you the want advertising could not be sent out under any other practical plan except through these publications. A man has got to send out and reach 100,000 or 500,000 people in order to reach the eye of the right person, and it would cost him more than the article was worth that he wants to advertise. Through the newspapers the want ad is made practicable and for 30 cents or 50 cents he can reach 500,000 people. Among those he will find 50 or 100 or 200 who want the particular article that he advertises in the want ads and there come the letters in reply. It has been stated that as a result of 2,000 replies received by one man in advertising the Government received over \$3,500 in postage. That is, the replies came back.

2,000 of them, answers to the advertisements. Then that of course led to replies and to the sending of catalogues. Then, after the catalogues were received, there came back replies again and orders for merchandise. Merchandise was shipped through the postal routes at merchandise rates, being small articles that could go through the mail.

Now, of course, I have only this as a statement that the Government received \$3,500 in postage as a result of the 2,000 letters stirred up by one man advertising in the newspapers. Of course that may be an exceptional case, but you must understand that there are millions of those ads being printed and that none of them would be printed if there was not a prospect of a reply. There are very few want ads that do not bring from 1 to 20 replies and many of them from 60 to 600. I say the Government, through the papers, has promoted its own business. It is increasing the part of its postal business that pays, and is doing it without paying a cent directly for it. I say that is a legitimate thing to be taken into consideration. If this was not done in that way there would be a very large falling off in first-class matter.

The newspaper and periodical press not only promotes the postal business in the profitable branch of first-class mail, but helps to build up not only commerce, but agriculture, manufactures, and every other industry, and is of the greatest possible aid to the Government in efforts along these lines. Nearly every newspaper has its agricultural department, and all print articles that are helpful to the different industries. Then there are industrial or trade papers that render untold service toward the improvement and the making more profitable and productive of these trades that they represent, and all these result in improvements and growth, create correspondence in first-class mail matter, as do also the fraternal and educational journals.

If anyone will sit down and study the advancement that has been made in the last fifteen years in the industries of this country he will be surprised at what has been accomplished through the constant work of trade papers that have been bringing out the thoughts of the best minds and getting hold of the best inventions, until to-day production has so increased and demand has so increased that through the different cities of the country I find that there is scarcely a manufacturing industry in this country but what is behind its orders. Those orders have come through the mail and they have come largely through advertising and the influence of the trade papers in the country, that have been building up their various industries and teaching these men the profits of using better machinery and better methods and new inventions, and in every way building up the country and building up the people and making them live workers and making them good American citizens, proud of their lot, paying their taxes, supporting their Government, and complaining not at all about the per cent charged on second-class matter.

It must be borne in mind, too, that the great bulk of religious, trade, educational, and literary publications pay out in the aggregate millions of dollars on first-class mail matter. If these were crippled there would be a very noticeable shrinkage in first-class postal receipts.

We who publish class papers understand that we write a great many letters. I do not believe that there is a class paper that does not

pay out a great deal more for first-class postage than for second-class. Of course our bills are sent out under first-class. The checks come back by first-class, and a hundred and one questions come back by first-class. We write asking a thousand and one questions by first-class. We want all the time to make our papers up to date and I tell you you have got to make a paper up to date or it will die. You could not run a paper as you did twenty-five years ago. Trade papers used to be wretched small affairs and looked upon as house organs are now, merely as advertising mediums. To-day they are great educators. No paper can hold a circulation nor an advertising unless in its reading pages it shows reasons for its existence.

As indicated at the start, it is unjust to charge up to the publishers the fact of the cheap rate made for periodicals or newspapers. These rates are made, and wisely so, for the benefit of the people and the encouraging them to take and read the papers as a means of necessary education. At first the subscriber paid the postage. I can remember when my father was charged 20 cents a year as postage on a weekly paper that he took. Then it was paid as a separate charge to the publisher, who in reality, as a convenience and security to the Government, advanced the postage for the subscriber. Then at a further reduction the publisher stood the charge himself. The wonderful increase in the number of readers of the papers under the present system shows the wisdom of the Government in making the change to the reduced rates on second-class matter, "to contrive that these papers should penetrate to the whole mass of the people." If postage is put back to the old standard on what is now termed second-class matter, or a material increase in rates is made, the publishers will be compelled to charge the postage to subscribers and there will doubtless be a decrease in the number of subscribers, also in the advertising patronage and in the receipts of the Government on both first and second-class matter.

It is unjust to class second-class mail matter with first-class when speaking of the cost of the service. Second-class mail is more in the nature of express matter. It is delivered by publishers at the post-office in large sacks, much lighter than the letter-mail pouches, labeled to the post-offices and States where it is to go. It requires neither the care nor the speed of first-class matter, nor does it receive the same.

This has been pretty well brought out. We all know that the publisher goes to the post-office, gets the bag, takes them to his own office, fills them, and routes them by States. Every publisher is required to do that. Then he delivers them to the post-office. There is no gathering of them by the postal employees. Then the sacks are sent out without opening and go to their destinations.

In the handling of first-class matter the letters are collected by carriers, taken to the post-office, where they are canceled. The stamps have to be sold. They must have people to sell these stamps and people to cancel these stamps, and you put on the date of your receipt. There is another man to put on the stamp of the receiving office. Besides that, first-class mail goes into leather sacks that weigh five times as much as the sacks in which the other mails go.

Besides the greater care and speed required there are near half a score of things to be done with regard to letters in the way of collecting, separate handling, weighing, stamp cancellation, stamping with

dates of receipt at mailing office and at the office of destination, the sorting in pouches, locking, etc., besides the extra expense at every step. It would be just as sensible for an express company to say, because they figure up and find that packages bring in so much and that rough freights bring in a certain amount, and the rough freights weigh five times as much as the packages—it would be just as sensible to say, “Why, this rough freight is not paying its part. These packages pay on half a pound as much as these rough freights pay on 500 pounds: let us put up the freight charges and reduce the packages.” This ought to be taken into account: the fact that the second-class matter is carried in bulk, and without any care and without any great danger of loss.

There is a difference in quality and in value. It is nonsensical to compare the two in any way at all, because one is precious matter and the other is mere rough freight. Of course, a periodical may once in a while be lost, but the Government is not bothered about it. If a letter is lost there is trouble; it must be hunted up.

It has been stated here that periodicals are carried as expeditiously as first-class matter. I know I do not get them on the same day that I get the letter mailed at the same time. There is no necessity for the same rush, at least.

It is unfair and hurtful to hamper newspapers or periodicals with technical rules subject to constant change as to the manner of conducting business, as to form, size, make-up, or uniformity of the sizes of pages. No officer of the Government or Postal Department should have the right of censorship or espionage over private business, and a legitimate publication, accorded what is known as the second-class mail privilege, should not be refused the same without due process of law; nor should any officer of the Post-Office Department have the right, on information or on his own motion, to issue fraud orders without proper citation of the party concerned and full hearing, subject to appeal. It is easy for a rival in business, an interested, selfish, malicious, or unprincipled man, to reach the ear of an officer with complaints that, acted upon, will result in hardships or loss to a competitor and an expense to the Government.

The handling and delivery of mails is a simple carrying or transportation business, undertaken by the Government; and the Postal Department has no other or different relation to the customers of the mail service than has an express company to its customers. In every case the publishers, like everybody else, should be held responsible for violations of law or good morals, and should not be allowed to be the agents or instruments of frauds or swindlers; but there should not be different laws or regulations for publishers than for others. The Postal Department has no different relations to the publisher and his subscribers or patrons, so far as the receiving, carrying, and delivering legitimate publications is concerned, than have express companies to the merchants whose goods they carry and their customers.

I am covering this matter of the inquisition into trade papers. We have been required to see to it that every page in our paper is trimmed exactly the same length; that no advertiser said “This paper is of my manufacture,” and all that kind of thing. My idea is that, as

Mr. Martin suggested, it is a good idea to fix the minimum size of a paper or periodical and then fix a rate, and not keep a horde of people to be detectives.

I do not think there has been any wrong done or intended, but if you establish the idea of censorship of the mails, under bad officers it is liable to be abused and lead to tyranny. I think there should be a general law that would cover all these matters. The Post-Office Department was never intended to be endowed with the legislative, executive, or judicial functions or powers of the Government. It has never been made the guardian of publishers or newspaper subscribers or patrons. Legitimate publishers conduct their business to make a living, and on an average they receive less remuneration and render greater services to the Government and all the Departments and officials thereof and to the citizens, both in their individual and collective capacities, than do the members of any other calling. They have a right to conduct their business in security, without vexatious restrictions. The censorship of or any espionage over or upon the press is illegal and wholly in violation of the genius of our free institutions and of the foundation principles of our Government. The publisher had a right to use all lawful and legitimate agencies and methods for the advancement of his business. It is no crime for a legitimate publisher to push the circulation of his publication and thereby diffuse knowledge and valuable information necessary to good citizenship and to useful, successful lives. It is a work in which the Government has largely and properly aided by giving to the people low rates of postage on their newspapers and periodicals.

There is no danger of there being too many papers or of those at present existing being too widely circulated. If a publication is not wanted by the people or enough copies of it to bring profit or living to the publisher, it will die. The Post-Office Department does not need to go to the trouble of undertaking the hastening of its death. All that is necessary is to define what is a legitimate publication and fix the rates of postage. Business sense and business interests will do all the rest.

With regard to this talk about how much advertising a man puts in: The advertisements are sometimes more informing than reading matter. They contain good information. But, I say, with regard to the advertising, that business will govern that. If a man neglects his readers, he will lose his subscribers. If he loses his subscribers, he loses his advertising. There is no trouble about that. There may be some issue of that paper that has an extraordinary amount of advertising, but the next issue may have an extraordinary amount of reading matter. The publisher has got to satisfy his readers in order to hold them, and he has got to hold his readers in order to hold his advertisers. That is something that the Government does not need to bother about. The proportion of advertising and reading matter will regulate itself. That is well understood, and it requires no elaboration.

Then all that remains is the definition of what is a legitimate publication, entitled to be carried as such in the United States mails.

I have already referred to the fact that it ought to be of a size to be of service to subscribers and to the public. It should be understood that a paper should be in a condition to do public service, and that there should be a limit on that.

The following proposed amendment to the postal laws, as agreed to by a conference of the agricultural and live-stock editors of the United States, seems to fully cover this ground as an amendment to section 14, chapter 180, act of Congress, March 3, 1879:

Fourth. It must be originated and published for the dissemination of information of a public character or devoted to literature, the sciences, arts, or some special industry, and having a legitimate list of subscribers. Subscriptions shall be deemed legitimate in all cases wherein the recipient of the publication or another than the recipient pays or agrees to pay for such publication for a definite period: *Provided, however,* That nothing herein contained shall be construed to admit to the second-class list regular publications designed primarily for advertising purposes or for free circulation, or for circulation at nominal rates.

You may object to that basis "for a definite period." The idea has got about that advertisers pay for papers. I have been in the publishing business for thirty-three years and I have not found that advertisers were subscribers to my paper for a definite length of time. An advertiser may buy some extra copies of one issue. But as a rule he does not subscribe. Here is a clause saying that somebody should subscribe, either for himself or somebody for him. We all know that in the case of our old home papers people subscribe for their papers and send them out to their friends in the West. All over the country papers are subscribed for and paid for by the people who have remained at home. The boys who have gone out West received the papers. Would you deprive them of that privilege?

I say the advertisers are not subscribing permanently for papers. Of course this should be in good faith—there should be no sham about it. If a man is caught violating the spirit of the law, there should be a penalty provided.

The idea has been brought out here with regard to the quantity of advertising. I do not believe that the quantity of advertising in a paper has anything to do with the idea of its being published for advertising purposes. We know that there are certain men dealing in certain lines of goods. They get out a house organ and send it out to their prospective patrons.

Here is a man who gets out a paper and sends it out with no advertising at all in it, but his firm name is published, his place of business and his character of business are indicated at the head of the publication. In the publication he puts all the men whom he wants to reach. His traveling men see them and get their pictures. There is not a word of advertising in it, and some of these papers are going through the mail as second-class matter; and yet the whole object, as I am told, is to secure business. Now, that is the idea, to meet the purpose of the publication. Not because a man has been fortunate enough in getting up a good paper and a good circulation and securing advertisers who are good buyers, a good class of people. If a man's paper is a common carrier, he would be fined for refusing an advertisement of a legitimate kind in his paper. He can not refuse it, not even if he had four-fifths of it in advertising. He can enlarge his paper of course.

In conclusion, then, it appears that present rates of postage on what is called second-class matter have been wisely fixed by Congress for the benefit of the people and of the Government, and not at all in consideration of or for the benefit of the publisher; that the wise end of securing a thorough circulation of the papers throughout the



whole mass of the citizens and the diffusion of knowledge and the informing of the people of all the proclamations, doings, and plans of the different Departments and Government officials have been secured at a nominal cost; that the papers have proved efficient and profitable promoters of the postal business, adding millions of dollars annually to receipts for first-class mail matter, and that the present rates are just, profitable, and serviceable to the Government. Neither can there be any distinction justly made between daily and weekly newspapers or periodicals, weeklies, monthlies, or quarterlies, or religious, educational, trade, industrial, technical, scientific, commercial, or agricultural publications. These have all alike promoted, directly and through advertising, the postal business along its profitable lines of first-class mail matter or letter postage tenfold more than any actual cost their transmission has been to the Government; besides, that cost on a fair business basis is covered by the 1 cent a pound rate. Besides this, all these publications have been and are doing an educational work for the Government that is absolutely essential to its existence and continuance, and that could not possibly be accomplished with anything like the extent or effectiveness in any other way, if it could be accomplished at all. I never heard yet that Congress was running around doing this thing for the publishers.

Indirectly these publications have helped to swell the receipts for first-class mail in the Postal Department by materially adding to the prosperity of all through inculcation of proper principles, encouraging improvements, giving forth new inventions, and advertising better methods, and contributing to the general sum of prosperity, good citizenship, correct living, and progressive ideas. In corroboration of my statement that the 1 cent a pound rate is a fair business rate, I will say that I would like to take the contract for delivering all the papers of the United States at 1 cent a pound. I think the express companies would be glad to get such a contract.

The VICE-CHAIRMAN. Are there any questions to be asked of Mr. Herbert? If not, that will terminate his address. Mr. Secretary, who is next on the programme?

The SECRETARY. The next person on the programme is Mr. T. T. Williams, manager of the New York American and Journal, who represents what is known as the Hearst organization of papers throughout the United States.

The VICE-CHAIRMAN. Is Mr. Williams present?

The SECRETARY. Mr. Williams has filed a brief.

The VICE-CHAIRMAN. Then let the brief be entered in the proceedings at this point as the brief of his association of papers.

**BRIEF OF HEARST ORGANIZATION OF PAPERS, T. T. WILLIAMS,  
MANAGER.**

1. The second-class postal rate was made for the benefit of all the people, for the enlightenment of the nation, and for the dissemination of news and education. It has never been a source of profit to publishers of daily newspapers, as nearly all such publications are sold to their subscribers for less than the cost of production.

2. All the deficit in the post-office caused by the excessive use of the second-class rate has been charged against newspapers. This is

most unjust. The principal deficit has been caused by irregular publications of a class never intended by the framers of the law to pass free.

3. The greatest deficit in the postal service is caused by excessive payments to railroads, based on the most dishonest practices. If Congress really desires to economize in the matter of the mails it can reduce the expense at least 30 per cent in railroad charges without doing the railroads an injustice.

4. The use of newspaper supplements, instead of increasing the burdens of the second-class matter, diminishes them.

5. There is no law to prevent the use of dishonest practices in connection with the weighing of mail. Any penalty for that offense was studiously left out of the statute book.

The SECRETARY. The next is the American Newspaper Publishers' Association of the United States. The committee consists of Mr. Don Seitz of the New York World, Mr. John Norris of the New York Times, and Mr. Herbert F. Gunnison of the Brooklyn Eagle.

Mr. NORRIS. This Commission has been instructed by Congress to study and report upon the second-class mail problem.

In presenting the views of the American Newspaper Publishers' Association we expect to show that while the Government pays more than 10 cents to carry the 10-cent magazines from the publication office to the news stand and subscriber, it derives a profit from the carrying of daily newspapers. We will point out to you that the newspapers have been improperly included in sweeping assertions that all those entitled to the second-class mailing privilege enjoy a gratuity and subsidy from the Government. We will show the results achieved in a six years' campaign of the Post-Office Department against undoubted abuses. We will show that there is a material difference between the newspapers printing the current news and the list of so-called newspapers comprised in postal lists. We will show that the controlling factor in cost of transportation, the length of haul, has been ignored by the postal officials in their statement of cost. We will point out to you that the recent deficits in postal revenues were anticipated by Postmasters-General Smith and Payne because of the establishment of rural free-delivery service, and that the deficits need not be viewed with apprehension. We compare our postal service with that of other countries. We suggest steps that may partially remedy the abuses which have furnished occasion for complaint.

As we understand the situation, the Postmaster-General asks for this inquiry—

First. Because there is an annual deficit in the operation of the Post-Office Department varying from \$6,000,000 to \$14,000,000 which he wants to stop.

Second. The second-class mail matter, aggregating 330,000 tons per annum, or 904 tons per day, constitutes, according to the Department figures, about 67 per cent of all mail matter carried, and it yields approximately \$6,000,000 per annum, or one twenty-fourth of what it should bear if the second-class matter were to pay a share of the cost of handling and transportation based on weight. In short, the Department claims that there is a loss of at least \$50,000,000 per annum on second-class matter.

Third. That a distinction in expedition should be made between first-class mail matter, which pays 84 cents per pound, and second-class matter, which pays 1 cent per pound.

Fourth. That the second class was originally designed to promote intelligence, but that the cost of the service and the necessity for revenue should now control; that the rate should be changed, and that the ideal distinction should be subordinated to the practical consideration of direct profit.

Fifth. To stop the abuses of the second-class mail privilege.

#### THE COMMISSION'S QUESTIONS.

We are asked by your Commission to answer three questions:

First. Whether the revenue from the second-class mail matter should not be commensurate with the actual cost of the service rendered in handling it and whether its classification should not accordingly be grounded upon practical rather than ideal distinctions?

Second. In case second-class matter is not put upon a cost-paying basis, what limitations should be placed upon the matter which may properly be embraced in that class?

Third. By what amendment of existing law may the changes which appear to be advisable be most effectually brought about?

Preliminarily: Anything that will help the postal service will have our support. It enters into the daily life of all the people. The capacity shown in its management may promote or retard many phases of industrial development. We all agree that the postal service is doing a work of the highest economic value; that it is something more than a business enterprise, and that its results can not be measured solely by a statement of receipts and expenditures.

#### NEWSPAPER THE LEAST EXPENSIVE ARTICLE TO HANDLE.

The uniform testimony of those officials who appeared before the Commission of 1898 shows that the daily newspaper is the least expensive article that is handled in the mail. Newspaper publishers conform to the law and give the least trouble. The work of postmasters and clerks is devoted largely to first-class matter; the first-class matter is immeasurably more expensive to handle than second-class matter, when compared on the pound basis; further, that the Government can not compete with express companies in cost of service within an area averaging 350 miles from office of publication. It is also admitted that the abuses of the second-class mail privilege have done a great wrong to legitimate interests. Under the present law almost anything printed periodically and that is not obscene can get into the second class. It will also be admitted that that part of the second-class mail matter which is growing abnormally is not that which is intended to inform or educate anybody. It is merely a medium through which certain wares can be announced for sale and whereby the public service is used for purely mercantile purposes. Thousands of these publications crept in through evasions and loose constructions of the law. Others, which were properly entered, have changed their character since admission.

## REFORMS ATTEMPTED BY POST-OFFICE DEPARTMENT.

Six years ago a determined effort was made to stop the abuse of the second-class privilege and six lines of procedure were pursued.

First. To exclude serial libraries.

Second. To restrict sample copies.

Third. To stop the shipment of "returns" as second-class matter.

Fourth. To stop bulk subscriptions.

Fifth. To stop "house organs."

Sixth. To stop premiums to subscribers.

We have been assured in the Department reports that reform of these abuses has been definitely attained and substantially established.

What is the situation? We find that after the lapse of six years the paid second-class weight has grown 75 per cent in volume, as compared with a 60 per cent increase in the total postal revenue, and an increase of 25 per cent in the allowance for railroad transportation.

Apparently the Department is powerless or else incapable of dealing with the situation.

## A PROTEST AGAINST UNWARRANTED STATEMENTS.

But at the outset we protest against the loose and unwarranted statements of the postal reports. The colossal fabric of false statistics which was built upon utterly worthless reports to the Department officials of 1890, and the later indications of similar conjectures on "forced balances," have raised a serious doubt of the accuracy of all subsequent postal figures which are not based directly upon revenue and expenditures.

On May 5, 1890, the Post-Office Department undertook to count and weigh the mails for one week, in order that some basis might be obtained for determining the extent of the service performed by it. Blanks were sent to every post-office, and thirty-three distinct items were included in the list. When those blanks were computed the officials ascertained that the only positive check upon any part of the returns was the actual payment of second-class matter, which had been carried at 1 cent per pound. Every dollar paid to the Government for second-class matter represented 100 pounds of mail. Upon applying that test to the reports from the various post-offices it was discovered that the reported weights had exceeded the money payments by 25 per cent on the second class. Accordingly they cut that item to conform to the proved weight. Then they guessed, by the revenue from stamps and postal cards, at the probable number of letters carried and the material carried as third and fourth-class mail matter. The result thus computed was increased each year as the sales of stamps increased, and for nine years Congress and the people were filled with the most elaborate and the most ridiculous compilations which purported to show the number of letters carried, the number of newspapers carried, and a mass of statistics that was bewildering in its detail.

In 1898 Congress appointed a Commission to determine whether the railroads were not receiving too much pay for mail transportation. In the course of its examination that body summoned Mr. Montgomery, a postal superintendent of Chicago (now dead), to testify. The statements made by him led the Commission to order a new weighing of the mails, which uncovered a gigantic imposition.

## THE FALSE COUNT OF 1890.

The Commission reported that the count of 1890 was false and misleading and worthless. There was not a single reliable deduction from that count. The weighing had covered a period of seven days and had omitted the issues of the monthly magazines and periodicals. The new weighing was a surprise to all those who had long been connected with the service. The Department reports for 1898 showed approximately that a weight of 300,000 tons had been carried. Actually there were 750,000 tons carried. The postal statisticians said the weight of postal bags and equipment carried by the railroads amounted to 9 per cent. It was actually 48.4 per cent of the total weight. We understand that only 43 per cent of the matter carried on railroads was revenue producing.

The counters had failed to ascertain the drop or local business of post-offices before attempting to base their counts of weights on stamp sales. The Department had figured that the railroads were receiving an average of 40 cents per ton per mile. They were actually receiving an average of slightly over 12½ cents per ton per mile, and the lowest payment was 5.85 cents per ton per mile on the densest lines. The average haul had been figured at 328 miles. It was 438 miles by one count and 484 by another. At present it may exceed 600 miles. The cost of carrying a pound of mail matter was reported at 6½ cents per pound per mile; it was 2.75 cents per pound.

Until that inquiry had been made the Department officials had not apparently realized that a 50-ton postal car could not properly handle an average of more than one ton of paid matter on its entire run.

The wizards of the Department who had misled Congress and the country for nine years have continued their loose methods of compiling statistics, and we still find official postal reports based upon the data of that false count of 1890.

## A TABLE OF POSTAL WEIGHTS.

One of the standards employed in the Department is the following table:

- 4 newspapers make a pound.
- 42 letters make a pound.
- 165 postal cards make a pound.
- 8 pieces of third-class matter make a pound.
- 2½ pieces of fourth-class matter make a pound.

Upon that table they figured from false weights and pretended to show how many pieces were handled by the Department. They told how many letters, how many newspapers, and how many pieces of third and fourth class matter had gone through the mail.

They guessed then, as they have guessed for sixteen years, about the weight of franked and penalty envelope matter. Congressman Bingham, upon data furnished by the Department, said in April, 1900, that franked matter might cost the Government over \$19,000,000 a year, but no reasonable estimate of it will be possible until January, 1907. At that time we will know to what extent the Treasury Department has been sending roller-top desks and carpets through the mail, the Geological Survey its instruments and tents and paraphernalia, the Post-Office Department its supplies, the onus for this pack-horse business of overloading the mails having been placed upon newspapers.

## AVAILABLE DATA AS TO ORIGIN OF ABUSES.

Against reckless computations based on inadequate inquiry we are justified in asking caution—especially as to those estimates which credit the second-class matter with 67 per cent of the total weight of the mail. We question the enormous profits that are credited to the first-class matter. We question the Postmaster-General's statement of the cost of carrying second-class matter. With data in their offices always available respecting second-class matter, it did not occur to the heads of the Department to locate the precise source of the growth of weight of mail. Without any disturbance of the business of the Department they could have determined to within 1 per cent how much of the second-class matter belonged to daily newspapers, how much to magazines, how much to religious and temperance publications and business schools, and how much to the numberless schemes by which that privilege has been abused. For years the Department officials have been aimlessly blaming losses on the newspapers, though in 1899 the then Postmaster-General said that half of the second-class matter did not belong to that classification and ought to pay 8 cents per pound. The Department chiefs and the commission of 1899, with possibly two exceptions, have not discriminated in their sweeping assertions.

The system of counting and the method of formulating data exposed by the commission of 1898 is still pursued. We find the reports of the Post-Office Department abound with tables of figures that are built upon admittedly false bases. Against information of that sort we enter our protest, especially in so far as their guessing has tended to put the daily newspaper interest in a wrong light and to burden it with a charge that was unfair; and the fault in that respect has been aggravated, because the materials of disproof were in the possession of the postal officials and were not consulted.

We have a right to complain that the Postmaster-General has ignored a most important factor in making his statements and conclusions. He has confined himself entirely to weight of matter, disregarding the fact that the compensation of all the carriers is based upon the ton per mile, so that a shipment of newspapers at an average haul of 80 miles may be profitable transportation to the Department, while a load of magazines hauled 1,018 miles may cost 8 cents per pound, or 11 cents per copy, and actually may cost the Government more than the 10 cents which the 20-ounce magazines will bring at retail on the news stand in the distant city.

## NEWSPAPER HAULED AT A HANDSOME PROFIT.

Assuming the accuracy of the calculations which the Postmaster-General has made that the second-class matter constitutes 67 per cent of all mail carried, that second-class matter costs at least 5 cents per pound to carry, that the average haul of all mail is 438 miles, yet he has not proved his case because he has lacked in diligence in not attempting to ascertain from data readily accessible in his Office the percentage which the daily newspapers constitute of the second-class weight, whether their average haul was not very much less than the average haul of other second-class matter, and whether his inclusion of daily newspapers in his statements was not a mistake.

We are quite sure that upon shipments of newspapers for the average distance of 80 miles, delivered to waiting trains at point of origin and called for at point of destination, the Government would make a handsome profit at 1 cent per pound. Chairman Wolcott, in 1899, said there would be a profit on such shipments for a distance of 300 miles. The slightest inquiry would have shown the postal officials that daily newspapers have insignificant circulations beyond the 150-mile zone. At that distance local papers have the call. On the other hand, magazines weighing as much as 22 ounces per copy are not concentrated in any one section. They are diffused over large areas, and their average hauls in the mails are larger because they can take advantage of express rates for short hauls and they can turn into the mails only that traffic which express companies will not carry for less than 1 cent per pound.

Newspapers differ from magazines in this, that they can not delay their shipments to take advantage of all the conditions which express companies may offer. They must go in the first train to preserve the value of their shipment.

UNITED STATES PRINTS 60 PER CENT OF ALL PERIODICALS ISSUED.

Within the last twenty years this Nation has turned from books to periodicals; we have fallen to the bottom of the list of nations in the number of books published per million of population, but we publish 60 per cent of all the periodicals on the globe. Cheap periodicals, padded with all sorts of advertising—"weeds of literature," as they have been described—have fastened themselves upon the postal service at the rate of 10 a day for a period of ten years, or 40,000 in all. Eight hundred and eighty-four publications are entered at the New York Post-Office as entitled to second-class privileges, and there are 9,700 offices at which second-class publications are entered.

1,550 NEWSPAPERS PRINT DAILY NEWS OUT OF A TOTAL OF 22,392 SO-CALLED NEWSPAPERS.

We are not sure that the Department books disclose the number of daily newspapers entered on the second-class list. We understand there are over 22,392, divided as follows:

Dailies .....	2,357	Monthly .....	2,654
Semiweekly .....	590	Trimonthly .....	55
Thrice a week .....	57	Quarterly .....	183
Weekly .....	16,179	Miscellaneous .....	14
Fortnightly .....	48		
Semi-monthly .....	255	Total .....	22,392

But there are not more than 1,550 daily newspapers which actually obtain the current news—725 through the Associated Press, 525 through the Publishers' Press, and 300 through the American Press Association. One concern in New York furnishes patent insides to 4,608 publications with an average circulation of 800 per week, and another concern furnishes plate matter to 10,000 publications. Three carloads of second-class mail matter are shipped out of Augusta, Me., every twenty-four hours, a special extra train relieving the congestion of the outgoing mail. It is true that no one has yet accurately defined what is a newspaper, nor has anyone determined the grade of distinction which draws the line wherein a newspaper does not become an advertising sheet; nevertheless, we are entitled to intelligent and

available information instead of misleading guesses. If you ascertain the total number of publications entered in the second-class we are confident the figures will surprise you.

Answering the Commission's questions we are prepared to present reasons why there should not be a disturbance of the existing rates so far as they apply to daily newspapers, and we are confident that you will have no serious thought of raising the rate upon them.

We entirely sympathize with those Department heads who find that mail-order publications and unworthy advertising periodicals masquerading under the guise of religion or education or patriotism have swamped the mails.

We think that weekly publications which have undue advantages in the mails and those which are "county free" should be forced to contribute equitably toward the expenses of the service.

We think you should stop the use of premium schemes by newspapers, the lavish distribution of sample copies, and the shipment of papers after subscriptions have expired.

We think the second-class rate should be restricted to the dissemination of public information, and that its employment primarily for mercantile purposes should be stopped.

The present law was made on the theory that the intelligent citizen is the best citizen. The value of the newspaper in our scheme of government can not be overestimated. It was exalted by Jefferson as the most powerful factor in the maintenance of order and in the preservation of liberties. News of official action is promptly given to all the people, and that assurance of full knowledge makes for peace and for the same consideration of public questions.

#### DELIVERING MAIL AT THE DOORS OF FIFTY-ONE MILLIONS.

The figures of 1901 show that the Post-Office was then carrying mail to the doors of 31,000,000 of population, and the task which was then outlined contemplated the personal and daily delivery of mail to the doors of the isolated farm houses for an additional population of 20,000,000, occupying an area of 1,000,000 square miles, at an annual cost of \$14,000,000. But as the cost of rural free delivery has now reached \$28,000,000 per annum, it is assumed that we are carrying mail to the doors of many more than 51,000,000 of the population, and this is done upon the idea that the great body of the people who live outside the cities and towns are entitled to share in advanced mail facilities even if the cost exceeds the returns. According to the Department reports, the establishment of rural free delivery has increased the value of farms to the extent of at least 5 per cent, and the appreciation in remote cities in Territories has been much greater. Delivery routes can only be established where roads are good, and in this respect a wonderful stimulus has been given to road improvement; in fact, a greater stimulus than would have been possible by a direct appropriation from the Government. The rural free delivery service has enabled the farmer to keep abreast with the world through the receipt of his newspaper and correspondence. The advantage which he has taken of that opportunity is shown in the fact that he receives three times as many newspapers as letters. A rough estimate of rural free delivery shows that in 1903 it cost about 4 cents per pound of mail delivered.



## DEFICITS FROM RURAL FREE DELIVERY ANTICIPATED.

Postmaster-General Payne anticipated that the rapid extension of the rural free delivery service would increase the deficits for a period of at least three years. The post-office report for 1904 points out that the increase in the expenditures on account of rural free delivery service for each year had approximated the increase in the deficiency of postal revenue for each of those years. But for this extraordinary expenditure the service would have been self-sustaining.

Postmaster-General Payne, with broad view, declared that the postal deficits were not to be viewed with apprehension. Whenever the postal receipts exceed or come near the expenditures, it has been the policy of the Government to extend the postal facilities and to cheapen the cost of the service to the public, thereby aiding business and promoting the exchange of personal communication.

The progressive policy of the service has been pursued without reference to the question whether or not it paid the Government.

The spread of newspapers has increased the postal receipts on first, third, and fourth-class matter. Anything which increases the facility for communication is helpful to the country, expanding the area of development, promoting intelligence, uplifting the individual, and raising the standard of citizenship.

## ESTIMATED LOSSES OF FORTY-FIVE MILLIONS OUTSIDE OF SECOND CLASS.

It is probably true that the rapid extension of the rural free delivery system has produced a minimum loss of \$20,000,000 per annum, and it may be that the figures to be produced in January next will show that the abuses of the franking system and penalty envelope now exceed Congressman Bingham's estimate made in 1900 of an annual loss of \$19,000,000. We have been unable to discover any data which would give a measure of the loss annually incurred in star-route transportation, for which over \$7,000,000 is appropriated, but we do know that the cost per mile traveled has almost doubled because of the institution of box-delivery service on star routes, and the requirement that the bidder must live along the route. We are also unable to compute the loss due to free county distribution or to the privileges of carrier delivery enjoyed by weekly newspapers in city of publication.

The post-office report for 1902 tells us that the money-order business was then run at a loss of half a million dollars per annum. All of the causes here enumerated outside of the second class may have produced a loss of \$45,000,000 per annum. Nevertheless there are gleams of comfort in the reports furnished by the Department.

## A CHEERFUL SITUATION.

The situation is not so bad as appears at first glance. The country is growing with amazing rapidity. The revenues of each year are always more than enough to pay the expenses of the previous year, so that you can put an end to deficits if you stop the increase in expenditures. Our receipts are bounding at the rate of \$12,000,000 per annum increase.

Comparison with other countries is not necessarily to the disadvantage of our postal system. Great Britain makes a profit of \$22,000,000 per annum on its postal service, and it serves a territory of 120,000 square miles, while the mail routes in the United States serve an area of 3,000,000 square miles, or twenty-five times that of Great Britain. The railway routes in Great Britain measure 20,000 miles, while those of the United States are over 200,000 miles, in addition to 218,000 miles of star-route service and 66,000 miles of other service.

The mileage of our mail cars is thirty-three times greater than that of Great Britain, where there is a population of 331 to the mile, against 27 in the United States.

Great Britain paid \$8,839,510 in 1898 for transportation over 20,000 miles, whereas the United States paid \$34,703,000 for transportation over 170,000 miles, and in 1905 the United States paid over \$52,000,000 for transportation and \$71,000,000 for all forms of transportation.

Great Britain paid \$441 to the mile for transporting the mails.

We paid \$198 to the mile for transporting mails.

#### COMPARISONS WITH OTHER COUNTRIES.

Great Britain includes a parcel post in its operation; we do not. In Great Britain the largest run is 400 miles; in the United States it is 3,500 miles. Further, the United States has 15 times as many postal cars as Great Britain, and 85 per cent of our distribution is done on postal cars. England carries newspapers only in its second class. We estimate on insufficient data that in the United States the daily newspapers furnish about one-fifth or one-seventh of the second class.

Germany and France are so bound up in ownership or guarantee of bonds of railroads that comparison with them is impossible. It is doubtful if they pay anything for transportation, whereas the United States pays over \$50,000,000 per annum.

Our railway-mail routes measure three times as much as the second country in mileage (Germany). In that country the domestic letter rate is 2½ cents per half ounce, and 5 cents over one-half ounce; postal cards, 1½ cents. In France and Germany the domestic rates on letters are higher. In Great Britain the letter rate is the same as in the United States, but the distances are very much shorter. The British rate for postal cards is 1½ cents for a heavy one to suit the class and a half-penny card to suit the masses. For the same population in an equal area in the United States our profits would exceed those of Great Britain, so that there is no evidence of inefficiency in such a comparison. A writer has said: "Americans must be content to pay something for the privilege of living in their vast country." Then, too, the number of articles delivered to each inhabitant of the United States is greater than that of any other country.

#### FEATURES OF RAILWAY-MAIL SERVICE.

We have as many as 182 trains daily carrying mails between two cities (New York and Philadelphia); we have nine deliveries by carriers per day in some localities.

We have trains carrying mails at an average speed of 50 miles per hour for a distance of 900 miles. We have elaborate up-to-date postal cars weighing 50 tons.

The sorting of our mails on trains gives us a gain in time which much more than offsets any deficits.

Taken as a whole, the United States postal service is admirable and efficient. The constant effort is to improve, enlarge, and extend. The immense growth of business, the increase and spread of population have been helped by the expedition of the postal service. It is obvious that the increase in volume and in the transportation of mails must be reflected in an increase of the compensation paid by the Government to the railroads. We do not assume to pass upon the adequacy of the sums paid to railroads, but we do know that the railroads in this vicinity furnish postal cars of latest model as to safety and luxury; that the trains are run specially and often exclusively to carry the mails; that the Government obtains other valuable facilities, services, and accommodations; that it demands the right of way for mail transportation over all other trains; that mail matter must go on the fastest trains; that mail matter must be carried on every train the post-office may select, and no mail can be left behind. It has become evident that density of traffic or volume of business has not brought economies, but has increased the demand for facilities, so that most of the mail is now distributed in transit, and when it reaches the local offices comparatively little work is to be done. This sorting in transit increases the demand for car space and decreases the quantity of mail to be carried per car.

In view of the inquiries addressed to us by the Commission and the tone of the circular sent out by it, which may be unintentionally hostile, we are not safe in assuming that this inquiry can be treated lightly, nor can the daily newspapers assume that your questions are not asked with a serious purpose.

#### ASSERTIONS OF WHICH WE COMPLAIN.

Public officials have declared "it is impossible to carry at a profit matter paying 1 cent a pound."

One chief of department has said "that people are taxed four-fifths of the cost of transporting the second-class matter."

Again he has referred to the mail privilege as "a bounty," "a subsidy," "a gratuity." He has referred to "the extremely favored rates" to newspapers and to the fact that "the people are so heavily taxed," adding "the law is liberal." All of which we brand as ungracious and untrue so far as it applies to daily newspapers. To the credit of ex-Postmaster-General Smith, it can be said that while he was foremost in condemning the abuses of second-class mail, he invariably discriminated and exempted the daily newspapers from blame. Express officials advised the Commission of 1898 that the rate for second-class matter should be raised, and the purpose was evident. The 1 cent a pound has frightened every Postmaster-General during the last fifteen years. Therefore we are not justified in assuming that there is no present intention to injure bona fide daily newspapers. We are bound in good faith and in obedience to your summons to present our case fully and freely.

When the Postmaster-General indiscriminatingly declares in his official report that second-class mail costs the Government five times as much as it is paying, and when he raises the question of the policy of continuing the present rates of bona fide newspapers and periodicals, we think he means what he says.

We are not asking a subsidy from the Government, neither do we ask a monopoly. The reasons why the newspaper rate should not be raised are:

#### DAILY NEWSPAPER TRANSPORTATION IS PROFITABLE.

We believe that the transportation of daily newspapers at 1 cent per pound is profitable, inasmuch as express and railroad companies find a profit in carrying newspapers and other articles at rates varying from a quarter of a cent a pound to 1 cent a pound, giving more and better service for the money and carrying distances exceeding 400 miles at the cent a pound rate.

The post-office officials have erred in their methods of comparison. They say they receive 84 cents per pound for letters and 1 cent per pound for newspapers. They overlooked the fact that 48.4 per cent of all mail matter carried is dead weight of the equipment and that the proportion of weight of equipment carried for letters is far in excess of that carried for newspapers.

They have also erred in ignoring distance as the prime factor in the cost of transportation. They do not know how far daily newspapers are hauled, nor the average haul of magazines. Without such data intelligent computation or conclusion is impossible.

Second-class matter sent out from New York averages 49 pounds per sack, but letter mail goes out with a small average weight per sack. The time and labor required to distribute a car load of first-class mail is much greater than for the distribution of an equal weight of second-class matter. The handling of letter mail in postal cars requires a splendid force of wonderfully trained men for that work. Altogether there are 12,000 men who pass an examination about three times a year on their knowledge of 15,000 post-offices. They average 98.37 per cent on their examinations. That training is necessary for letters, not for newspapers, and that branch of the service alone costs \$13,000,000 per annum.

#### NEWSPAPERS SORTED AND READY FOR DISPATCH.

Ninety-three per cent of all second-class matter sent out from New York City is sorted and ready for the mail cars without handling at the post-office, or, as the post-office report says, "all of this was, of course, in a condition admitting of immediate dispatch to destination."

Letters must go through the complicated and costly process of collection from mail boxes, facing, canceling, and working up in the office of origin, in postal cars en route, and a corresponding process in the office of destination.

Much of the daily newspaper mail in New York never goes to the post-office. It is wrapped, routed, and weighed at the newspaper office, and is delivered by the newspaper in closed pouches to the waiting train on what are called "catch tickets." Six-sevenths of the

second-class matter credited to the New York post-office in the month of July, 1906, was not daily newspaper. In other words, the daily newspaper shipment amounted to only 14 per cent of the total.

ONLY 65 OUT OF 437 MAIL TRAINS USED BY NEWSPAPERS.

Four hundred and thirty-seven mail trains go out of New York daily, of which 119 carry postal cars and 318 take the mail in baggage cars, but only 24 morning trains and 41 evening trains take out New York daily newspapers; thus indicating that 85 per cent of the mail trains of New York have other uses than those of daily newspaper transportation. On the trains the newspapers send single subscription packages, club packages, news agent bundles, bundles in closed pouches, and outside mail bundles for agents to be thrown off at stations.

The average weight of a letter is 0.38 of an ounce, and there are 42 letters in a pound. Daily newspapers are assumed by the Department to average 4 a pound, and the "outside mail" packages will average 2 pounds per package. Who will maintain that the cost of handling that 2-pound package on a postal car compares with the cost of handling 84 letters weighing 2 pounds? Especially when you recall that the address on the newspaper package is a printed label, whereas the writing of addresses on 84 letters is marked by much illegibility.

At the destination the newsdealers are waiting for the bundles of "outside mail." As soon as the bundles are thrown off the dealers cart them away. Therefore the Government is put to no expense other than that of handling these packages on the train. Yet the Government is paying over \$75,000,000 per annum for expenses with which the daily newspaper handling or transportation has practically nothing to do.

NEWSPAPERS IN CLUB PACKAGES.

Of the single subscription mail of some newspapers two-thirds of it goes out in club packages. In towns which have a considerable population and a carrier delivery there are dealers who distribute the incoming newspapers, and to such towns the club packages do not go in any considerable quantity. Towns to which the club packages do go are those which have no carrier-delivery service, but box distribution, so that the Government is not subjected to the cost of delivering these newspapers unless it be on rural free-delivery routes, and, as Kipling says, that is another story.

In New York and Boston and elsewhere the second-class matter does not go out on the first morning carrier delivery unless it suits the convenience of the department. First-class matter has the preference.

On the eighteen-hour trains from New York to Chicago only first-class mail is carried. Are the newspapers to bear a proportionate share of such expenses? Improved schedules between the great cities have been established for trains starting in the afternoons. They are of no practical advantage to newspapers, either morning or evening. In New York City there are nine deliveries by the carriers in certain sections. Does any one pretend that a single delivery has been added for the purpose of serving second-class mail matter or that any deliveries would be diminished if second-class matter were

not included? Does anyone pretend that if daily newspapers were dropped from the mail the number of mail trains running out of New York for instance would be reduced? There are 182 mail trains between New York and Philadelphia, 170 on the Pennsylvania Railroad, and 12 on the Central Railroad of New Jersey. The quantity of mail handled on the Pennsylvania Railroad between the two cities has increased from 16 tons in 1873 to 150 tons in 1899, and 250 tons in 1905, of which 70 per cent is westbound. Very little of that matter is daily newspaper, because the Pennsylvania Railroad Company carries for us at one-quarter cent per pound.

Is it not obvious that if the rate of newspaper mail were increased express companies would add to their prices and the newspapers would increase their subscription rates? The Government would lose that traffic, the express companies would gain, and the subscribers in the country would be doubly taxed.

In view of the fact that the tendency of the times is toward the concentration of population in big cities, is it not against public policy to add to the penalties of living in the country by increasing the cost of intelligence?

NO POST-OFFICE BUILDING NEEDED FOR DAILY NEWSPAPER DISPATCH.

The elaborate machinery of the postal service is not necessary for handling the second-class mail matter which does not require money-order divisions, or registry divisions, or special-delivery service, or postal inspectors, or clerks to answer questions, or general-delivery windows. If the Post-Office Department were confined to second-class matter it might be run for one twentieth of its present cost outside of transportation. In New York City the post-office building would not be needed for the dispatch of second-class matter.

When the daily newspapers of New York put on their own special train to Philadelphia the Government appropriated that train for its own purposes and asked us to ship by mail within an area of 350 miles.

The Post-Office officials have overlooked that distinction which railroad officials have found necessary in determining rates for through and local freight.

For instance, the trunk line railroads have carried grain from Chicago to New York for 25 cents per hundred, or one-quarter of a cent per pound, for 900 miles, and in periods of competition they have carried it for 10 cents per hundred, or one-tenth of 1 cent per pound, for 900 miles. The railroad men figured that they made a profit on their through freight because the actual expense to which they were subjected by reason of that transportation was less than they charged. So it is with second-class mail matter. We are quite sure that the Government could not reduce its expenses and maintain its present excellent service for first-class mail if the daily newspapers should be excluded.

As legislators, you know that facilities once furnished to the public can not be diminished on any plea of economy.

You know that the public is continually demanding more deliveries and facilities.

## BULK OF NEWSPAPER CIRCULATION IN CITY OF PUBLICATION.

The daily newspaper circulation may be divided into city and country. The circulation in city of publication is much larger than in outside territory. Basing our estimates on data furnished by a number of morning and evening newspapers, we say that about 82 per cent of daily newspaper circulation is in the city of publication and 18 outside, of which 6 per cent goes into the mail and 12 per cent by express or railroad company or on special train. But these figures are derived from incomplete information. Mail circulations vary in percentage in many localities. Afternoon papers differ from morning papers. One cent papers differ in percentage from 2 and 3 cent papers. However, few of them have any considerable circulation at points more than five hours from the office.

## ONLY SIX PER CENT OF NEW YORK CITY NEWSPAPER OUTPUT GOES INTO MAIL.

In New York City the daily newspapers use 180,000 tons of print paper per annum, and they send 10,000 tons per annum through the mail, for which they pay \$200,000. These figures establish that we send less than 6 per cent. Daily newspapers in the United States use 700,000 tons of print paper per annum, which is equivalent to an average daily circulation of over 23,000,000 twelve-page papers every day in the year, or two papers daily for every seven of the population. The Government has figures which will show how much of that goes through the mail as second-class matter. Our insufficient data lead us to estimate that it is less than 70,000 tons out of a total of 330,000 tons of second-class matter carried. It is therefore evident that the Government must look elsewhere than to newspapers for that class of matter which gorges its mails.

The figures of the New York post-office show that 60,000 tons of second-class matter are shipped by magazines and publications other than newspapers.

Of the outside daily newspaper circulation, most of it goes by express, because express companies are anxious to carry it at less than the postal rate of 1 cent. On packages lost in the mail the newspapers obtain no refund. From express companies they are able occasionally to obtain a deduction. On single papers sent through the mail if lost we are forced to extend the period of subscription. The Pennsylvania Railroad carries for one-fourth of a cent as far as Pittsburg. Out of Boston the charge is three-eighths of a cent. In other localities one-half a cent. Five special trains carry twenty-seven car loads of paper every Sunday morning out of New York City. The papers sent by express or by railroad direct are the last articles to reach the waiting train and the first to go off at destination. For mail shipment, time is required by the post-office for handling, and it should be remembered that newspapers are perishable commodities; that newspapers, like ephemera, are born to live, but a few hours. In many places the postal facilities are too slow for newspaper service. This is especially true of evening papers. Express companies call at the office for the papers and frequently deliver them at the agent's store, whereas shipments by mail go only from post-office of origin to post-office of destination.

MANY EVENING PAPERS SEND LESS THAN TWO PER CENT BY MAIL.

Some evening papers send less than 2 per cent of their circulation by mail.

The Government has a monopoly of the business of carrying to the single mail subscriber, but it obtains only a part of the much larger shipment of daily newspapers which goes in bundles to country agents. On morning papers the conditions for mail shipment vary materially. The price of the newspaper is an important factor.

The hours of departure are also material. Density of tributary population, proximity of other cities, and numerous elements enter into the proposition and change it for each locality. But with all of them the mail rate is supreme and controlling, because the express companies fix their rates at a figure which shall draw that business from the mails. If, therefore, the price of second-class mail matter should be raised, we believe the express rates would advance accordingly.

#### COST OF CARRYING NEWSPAPERS ON BASIS OF 1899 COUNT.

The count of 1899 established the cost of railroad transportation at 12½ cents per ton per mile. If, then, the average haul of newspapers is only 80 miles, it is obvious that the cost of transportation is only \$10 per ton, or half a cent a pound, or one-half of that which newspapers pay for postage. It is also evident that daily newspapers which do not pass through the post-office in shipment are not fairly chargeable with the \$75,000,000 expended in handling the first-class mail. Neither are the newspapers chargeable with any considerable part of the equipment that goes to swell the weights carried by the railroads. Neither are they chargeable with the 10,000 tons of printed matter turned out by the Government Printing Office, nor the 11 tons of matter shipped daily by the supply division, nor the free seeds to farmers, nor the other heavy factors in the free distributions of the Government. Where, then, does it appear that daily newspapers are sharing in any subsidy of fifty millions per annum for the transportation of second-class mail matter? Where is the gratuity? Where the bounty?

#### NEWS COMPANIES.

Upon the question of allowing news companies to ship upon the same terms as publishers, we think that an effective system of distribution has been created through them, and that if the privilege were restricted to genuine news agents no objection should be made. In 1899, Mr. Patrick Farrelly, general manager of the American News Company, testified that the news companies were then shipping 9,000 tons per annum through the mails, 4,800 from New York, and 4,200 from other points, or 5 per cent of the total second-class. About 1 per cent of that matter sent out by news companies was returned. Seven years may have changed these percentages, and the volume may have increased because of increased size of publications, increase in circulation of publications handled by them, and by changes of methods in periodicals which were formerly sent to the subscribers direct, but which now include the newsdealer as well as the subscriber.



## SUGGESTIONS THAT HAVE BEEN MADE.

From time to time various suggestions have been made with a view to economy in the expenditure of \$50,000,000 for transportation. The most attractive, as well as the most complicated and impracticable suggestion, was that which contemplated the establishment of zones within which uniform rates could be charged. Postmaster-General Smith suggested the possibility of reducing newspapers to half a cent a pound within a limited area. Assistant Postmaster-General Madden discussed the possibility of an absolutely free rate for newspapers, if it could be properly confined. Postmaster-General Payne proposed to confine the present rate to daily and weekly newspapers. Several officials recommended the consolidation of the third and fourth classes at 1 cent for each 2 ounces. Congressman Loud advocated a change from the system of compensation to railroads from the basis of tons per mile to the payment on space basis. Others proposed a combination of space and speed. Some wanted the Government to make an arbitrary award on the basis of service rendered by each railroad company. One Commissioner seriously considered the idea that the Government should monopolize the transportation of all second-class matter. The Commission itself recommended the stoppage of the special facilities appropriation. The Postmaster-General has proposed that bulky periodicals be forwarded by fast freight instead of by mail.

Tentatively and subject to revision, as your investigation may give us better light, we recommend:

## RECOMMENDATIONS OF COMMITTEE.

First. Abolition of any distinction in favor of weekly newspapers. There is no reason why a weekly newspaper should be favored in a carrier delivery office. In this respect it should be on exactly the same basis as the daily paper or monthly periodical.

Second. Abolition of free postal service for county matter. In a number of offices the free county matter is reported to exceed the paid second-class matter.

Third. Prohibition of sample copies as second-class matter.

Fourth. Prohibition of bills, receipts, and orders for periodical subscriptions as second-class matter.

Fifth. Stop the use of second-class privilege for unpaid periodical subscriptions.

Sixth. Prohibition of premium schemes or clubbing schemes which serve to make abnormal discounts upon the price of subscription.

Seventh. Prohibition of second-class privilege where dissemination of public information is not the primary purpose of the publication. Periodical publications that are filled with business announcements of the owners of the paper and which exchange advertising with other publications similarly situated should be rejected as house organs.

Eighth. Give the right of court review upon the exercise of the authority of the Post-Office Department either in the granting, withholding, or withdrawal of the second-class privilege or the exclusion of improper matter, or the interpretation or construction of the postal law.

Ninth. If periodical publications, issued by benevolent or fraternal

societies or lodges, or trade unions, or institutions of learning, or publications (not necessarily privileged) or professional, literary, historical, or scientific societies, are to continue to enjoy the second-class mail privilege, they should be, at least, made to conform to the requirements imposed upon others admitted to that class, and they should divest themselves of a mercantile flavor. One of these publications, *The Modern Woodman*, in 1901 circulated 8,000,000 copies through the mails.

Tenth. If any material restriction is adopted in the use of second-class mail privilege, the reweighing of mail on all railroads should be made with reasonable dispatch and thereby secure the immediate advantages of economies that may be planned by you, instead of awaiting the quadrennial weighings of railway mail matter.

Eleventh. Restrict the franking privilege.

Twelfth. Maintain 1-cent rate for periodical publications devoted to current news. We entirely agree with the Postmaster-General of 1899, who said in his annual report:

It is a gross and manifest wrong that a particular and limited group of private interests, using the mails solely for its own business ends and with no public object, direct or incidental, should succeed in eluding the plain purpose of the law, and should thus carry on its mail transactions, not at its own expense, but at the expense of others. If there is to be a favored class, let it embrace all the people.

Thirteenth. Cut-outs, music, pictures and like matter not germane to the purpose of the publication should unquestionably be barred. What is not germane should be determined by a reasonable and sane construction.

Fourteenth. The words "nominal rates" should be eliminated from the postal rates or materially qualified. They are not expressive and serve no purpose. The department has undertaken to apply the rule that a low rate is a nominal rate. The distinction does not hold, since a rate of 5 cents a year would not be nominal for a publication costing less than that for white paper and postage. Beyond \$5 a year would be nominal for a publication costing \$50 for paper and postage.

Fifteenth. The law contains a specification barring regular publications designed primarily for advertising purposes. A strict and impartial enforcement of this provision would bar every successful publication from going through the mails, since every publication is not successful, at least not in theory, unless designed for advertising purposes.

Sixteenth. The post-office regulations require that "each copy must be complete as originally printed" and mailed, and be exactly like all those of the same edition. Any change in the printing or removal of any part of the publication makes it third-class matter. The New York post-office can not handle the Sunday newspaper mail under such conditions. There is not enough space, nor force, nor time to handle it according to these regulations.

Seventeenth. Require county free publications to separate according to local routes.

#### MEANINGLESS PHRASES IN STATUTES.

The laws relating to second-class postage are crude, incomplete, confusing, and contradictory. It stands to reason, therefore, that there should be an intelligent revision. The present laws have been

enacted from time to time and in many cases the new law has been passed with no regard to laws already on the statute books, so that inconsistencies and contradictions have inevitably grown up. In addition to this, phrases and expressions are employed which are apt and appropriate at the time the statute in which they occur was enacted, but the tremendous progress that has taken place in journalism since that time has made these expressions entirely meaningless in their application to present day conditions.

One of the examples of the effete and meaningless expressions in the existing postal laws may be found in section 457 of the act of March 3, 1879. This provides for the issue of supplements which must contain matter "germane to the publication," which is explained to be "matter supplied in order to complete that to which it is added or supplemented, or omitted from the regular issue for want of space, time, or greater convenience, which supplement must in every case be issued with the publication." Endeavor to apply this section of the law to a Sunday newspaper or any daily newspaper having more than one section and the absurdity and meaningless character of the provision will be at once developed.

#### WRAPPING ACCORDING TO STATUTE.

Another illustration of a provision no longer applicable to existing condition is section 489 of the act of March 3, 1897. This provides that the Postmaster-General "may prescribe, by regulation, the manner of wrapping and securing for the mails all packages of matter not charged with first-class postage, so that the contents of such packages may be easily examined." All the methods employed in doing up packages by newspapers or other publications would have to be abandoned if this law should be enforced. Packages are not wrapped so that they can be "easily examined." The only way by which they can be examined is by breaking the wrapper, yet the law obviously contemplated some form of wrapper which could be removed without breaking. In a similar way the law provides that newspapers shall be deposited in the mails at the post-offices in a form for convenient distribution, and the Department has construed this as meaning that each separate postmaster can determine whether the paper shall be sent out in quarter-page folds or half-page folds.

A bulk of postal matter, not related to the public advantage, has been superimposed upon the admittedly proper rating of daily newspapers. For this reason a new rating of second-class matter seems indispensable.

In closing we reiterate our statement that the newspapers are carried at a profit to the Government and that we are not in the position of beneficiaries of any bounty. We thank you for the opportunity you have given us to correct the erroneous impressions which postal officials had cultivated on inadequate information.

The VICE-CHAIRMAN. Have any members of the Commission any questions to ask? I believe you stated, Mr. Norris, that you had a list of the names of the publications?

Mr. NORRIS. I have that list here.

The VICE-CHAIRMAN. Will you leave it with the secretary?

Mr. NORRIS. Yes.

The VICE-CHAIRMAN. Does your organization contain any other than daily publications?

Mr. NORRIS. It contains newspapers which have weekly editions.

The VICE-CHAIRMAN. They also have daily editions. Does it contain any newspapers which have weekly editions, but which do not have daily editions?

Mr. NORRIS. None that I am aware of. There may be one that occurs to me merely from seeing the name—the Utica Saturday Globe—which would suggest the possibility that it was a weekly publication.

The VICE-CHAIRMAN. But generally they are dailies?

Mr. NORRIS. It is confined entirely to daily newspapers.

The VICE-CHAIRMAN. Both morning and afternoon issues?

Mr. NORRIS. Morning and afternoon.

The VICE-CHAIRMAN. You spoke with reference to the average haul of a daily paper being 80 miles. How did you arrive at that?

Mr. NORRIS. That is entirely an approximation.

The VICE-CHAIRMAN. I thought possibly you might have sought information from the various publications comprised in your association.

Mr. NORRIS. I think that is very properly a subject for your inquiry.

The VICE-CHAIRMAN. It was for that reason that I was trying to learn your source of information.

Mr. NORRIS. At the time that point occurred to me I did not have sufficient opportunity to start all of the newspapers upon that line, and there would be great variety among them.

The VICE-CHAIRMAN. I presume you know that the Congress at its last session provided for a weighing of the different elements of second-class mail, and as nearly as practicable the ascertainment of the average haul.

Mr. NORRIS. It is not necessary, as I understand it, to provide any appropriation for that purpose. In each post-office there is a payment made weekly and a report made, I think, quarterly, to Congress, of all of the receipts of second-class mail matter.

The VICE-CHAIRMAN. I think perhaps you have misunderstood the purport of my inquiry. I merely wanted to suggest that as you say that the matter of average haul is a proper subject of inquiry, efforts are really being made along the line of that inquiry.

Mr. NORRIS. I am quite sure that the Government could not obtain the data which you have in mind in the way that you indicate. The only possible way in which that could be done is for a newspaper to take the number of papers going to each town, to each post-office, and multiply that by the number of miles of transportation, and the products of that multiplication, when added up, and divided by the number of papers sent out, will give the average haul on the mail circulation of that newspaper. It is absolutely impossible for the United States Government on any inquiry or any weighing which they may make on a train, to follow any publication, because I know there is in our office one copy that requires 39 tracings from the office of origin before it reached its distribution in Texas. No post-office inquiry is tracing the particular papers in their distribution from route to route.

The VICE-CHAIRMAN. It is on that account that I am trying to ascertain the methods by which you arrived at the 80-mile average.

Mr. NORRIS. It is an approximation based upon the 150-mile zone, and upon some general knowledge of the circulations of papers in various cities with which I have been acquainted.

The VICE-CHAIRMAN. That estimate of 80 miles you confine, I understand, to papers that are mailed.

Mr. NORRIS. Entirely to papers that are mailed, and not papers that are sent by express or outside of the mails.

The VICE-CHAIRMAN. That is what I understood. What is the extent of the practice of the papers in your association, in the use of express and freight for transportation? You mentioned at one point where there was one paper, I think, that transported only about 2 per cent by mail.

Mr. NORRIS. The New York Evening World sends only two-thirds of 1 per cent.

The VICE-CHAIRMAN. Only two-thirds of 1 per cent of its entire output?

Mr. NORRIS. Of its entire output. The Chicago Daily News, which has probably the largest output, other than the New York Evening Journal, has 2 per cent of its circulation in the mail.

The VICE-CHAIRMAN. To what distance from the office of publication is the practice carried of using freight and express?

Mr. NORRIS. It is used primarily with the idea of securing expedition. That service which will first deliver the paper to the reader is the one which is used.

The VICE-CHAIRMAN. But what is the distance? Is it 500 miles, or what?

Mr. NORRIS. We send as far as Pittsburg. There was a statement made here yesterday that the Pennsylvania Railroad carried from New York to Philadelphia at a quarter of a cent, and beyond Philadelphia at a half a cent.

The VICE-CHAIRMAN. You stated this morning that it is a quarter of a cent to Pittsburg.

Mr. NORRIS. I have had inquiry made. I have the list of points where we ship at a quarter of a cent—Liberty, Pa., Carlisle, Gettysburg, Lancaster, Washington, Wayne.

The VICE-CHAIRMAN. The radius is how many miles?

Mr. NORRIS. The Pennsylvania Railroad has substantially 440 miles at a quarter of a cent.

The VICE-CHAIRMAN. Are not practically all of the short hauls, express and railroad, utilized by the second-class publishers, and by short hauls I mean within a radius of 500 miles?

Mr. NORRIS. Before answering that I want to answer as to the practice. There is a distinction to be drawn between newspapers shipped to newsdealers and newspapers shipped to the mail subscribers. The United States has a monopoly of the individual subscribers.

The VICE-CHAIRMAN. Suppose you limited them to shipments to agents.

Mr. NORRIS. Of the shipment to news agents in our own office we ship 14 per cent by express and 4 per cent by mail to news agents.

The VICE-CHAIRMAN. And that shipment by express is almost entirely, if not quite, within the radius of the 500 miles?

Mr. NORRIS. Oh, entirely. It is within a hundred miles. But, on the other hand, while we pay \$268 per week to the United States Government for transportation, for a comparatively equal amount we pay \$164 to the express companies. The average ratio is as 16 to 26.

The VICE-CHAIRMAN. Do you make any shipments by express to news agents beyond the 500-mile limit?

Mr. NORRIS. No, we have comparatively few news agents beyond that limit.

The VICE-CHAIRMAN. And those shipments are made by mail. It is more expensive by mail or by express beyond the 500-mile limit.

Mr. NORRIS. The fact that we send them by mail would indicate that the mail was cheaper, because ordinarily the express gives us facilities in time which we do not ordinarily obtain by mail.

Senator CARTER. You ship to news agents in Chicago and St. Louis, do you not?

Mr. NORRIS. I do not know offhand to what extent that may go through the news companies, but we deliver in bulk.

The VICE-CHAIRMAN. To what extent have you arrangements through your association for news agents to distribute the papers? In other words, do all the shipments to news agents receive individual distribution by the agents?

Mr. NORRIS. I do not clearly apprehend your question.

The VICE-CHAIRMAN. The point is this; when you make a shipment of your papers to a news agent, does the news agent distribute them to the individual, or sell them, or is any proportion of those papers entered in the mail at that point?

Mr. NORRIS. Do you mean at the point of destination?

The VICE-CHAIRMAN. Yes; when you make a shipment by express or by railroad freight of a package of papers to a news agent, do any of those papers enter the mail anywhere?

Mr. NORRIS. Not that we are aware of.

The VICE-CHAIRMAN. But where the shipment is made by mail to a news agent, they are delivered in bulk to a news agent just as they leave your office?

Mr. NORRIS. To news agents, yes. The package may go through in closed pouches, or in outside mail.

The VICE-CHAIRMAN. What is the practice among the members of your association with reference to exchanges of papers?

Mr. NORRIS. While I am one of the committee of the association and have been delegated to appear here, I can only give you the information which I personally possess on that subject. I can not speak for all of the members of the association. We all exchange quite freely, but the extent of it varies.

The VICE-CHAIRMAN. As a matter of fact, has not the practice of general exchange greatly fallen into disuse?

Mr. NORRIS. I am not competent to pass on that point, because I could not tell unless I saw the exchange tables of the various newspapers.

The VICE-CHAIRMAN. Do you know approximately how many exchanges your paper receives—the paper with which you are personally identified?

Mr. NORRIS. Approximately; yes.

The VICE-CHAIRMAN. About how many?

Mr. NORRIS. About 400.

The VICE-CHAIRMAN. How many of them are opened? Is it not a fact that only a limited per cent of the exchange copies are really opened?

Mr. NORRIS. I am entirely unable to give you the slightest information on that. Anything I would say would be the merest guesswork, and I could not be qualified to tell you unless I sat beside the exchange editor for twenty-four hours and saw it.

The VICE-CHAIRMAN. You recommend the discontinuance of the second-class privilege upon sample copies?

Mr. NORRIS. That is right.

The VICE-CHAIRMAN. What would you say to extending that recommendation so as to exclude exchange copies?

Mr. NORRIS. I am not prepared for the association to pass upon that point.

Senator CARTER. What is the volume of exchange papers as compared with the great mass of sample copies?

Mr. NORRIS. It is utterly insignificant.

The VICE-CHAIRMAN. I quite agree with you; but if as a matter of practice only a limited percentage of exchange copies are really opened, has not the practice so fallen into disrepute that even if it is a small item it might be given attention?

Mr. NORRIS. No, sir. You lose sight of the other end of the proposition—that that exchange is usually given because the newspaper at the other end wants our paper and religiously opens it and uses it.

Representative OVERSTREET. That is what I am trying to ascertain. Do you think they do it religiously? As a matter of fact, do you not think the practice very generally obtains that each paper has its peculiar list of preferences and limits its exchanges to those copies?

Mr. NORRIS. I am not prepared to give any intelligent opinion on that point.

The VICE-CHAIRMAN. What is your judgment, Mr. Norris, with reference to the actual list of actual subscribers?

Mr. NORRIS. Do you mean what is our recommendation?

The VICE-CHAIRMAN. No. To make myself more plain, what, in your opinion, would be the result if the law now on the statute books were strictly enforced so as to limit the second-class privilege only to actual subscription papers?

Mr. NORRIS. I do not see any reason why it should not be entirely enforced.

The VICE-CHAIRMAN. If it were enforced would it not bar a great many copies from the mail? In other words, are not the subscription lists longer than the actual number of subscribers?

Mr. NORRIS. Of newspapers?

The VICE-CHAIRMAN. Yes.

Mr. NORRIS. Oh, no. With newspapers there are exceedingly few.

The VICE-CHAIRMAN. I include all newspapers.

Mr. NORRIS. I am talking of daily newspapers.

The VICE-CHAIRMAN. My question obtains as to all of them.

Mr. NORRIS. I am not qualified to talk on anything other than daily newspapers, and on that point there are substantially no sample copies sent out.

The VICE-CHAIRMAN. I had that in mind.

Mr. NORRIS. It is a source of expense to us. It is a gift for which we get no return.

The VICE-CHAIRMAN. I was going to ask if the practice of sending out sample copies has not fallen into disuse with daily newspapers?

Mr. NORRIS. I think it has, very largely. The only occasions when that is done are those when circulation promotion is attempted. But our recommendation is aimed to cover that as well as every other form of sample copy.

The VICE-CHAIRMAN. Mr. Norris, what have you to say about the location of publications near centers of population, but just outside, so as to escape the prohibition of delivery? What would you say to a change of the law which would require publications to be considered as issued in the city where the majority of their issue is distributed in that city?

Mr. NORRIS. I will say, in answer, that I am confident your commission is entirely competent to provide legislation, if any is necessary, to meet an evident evasion of the law.

Senator CARTER. How do your straight sales or sales through news agents compare in volume with the subscription lists of the daily paper?

Mr. NORRIS. I can only talk of our own newspaper.

Senator CARTER. That would be a fair sample.

Mr. NORRIS. Ours is not a fair sample, because—I may be pardoned because I do not want to unduly laud the newspaper with which I am connected.

The VICE-CHAIRMAN. That is your source of information?

Mr. NORRIS. Yes. The New York Times has a large clientele among banks and investors by reason of the fact that we print a great deal of financial news, and also by reason of the fact that we print a literary supplement and have a very considerable literary following all over the United States; so that we are far in excess of the average.

Senator CARTER. With a suitable subscription list?

Mr. NORRIS. With a normal subscription list of a morning newspaper, the morning newspaper being very much in excess of the ordinary evening newspaper. Our subscription list is 6 per cent of our total.

Senator CARTER. Of the total output?

Mr. NORRIS. Of our total circulation.

Senator CARTER. That would probably be considerably above the average.

Mr. NORRIS. I think considerably over the average output of daily newspapers.

The VICE-CHAIRMAN. In making your comparison, Mr. Norris, of the postal service receipts and expenditures between the United States and Great Britain, you did not make any statement that the Great Britain service includes the telegraph service. Is there any reason for omitting that?

Mr. NORRIS. I do not know. My information was obtained entirely, substantially, from the report which was made by Mr. Loud, who was delegated by the commission of 1898 to go abroad with Mr. Bradley and look up that question.

The VICE-CHAIRMAN. As a matter of fact, the postal system of



Great Britain does include the telegraph system, which constitutes quite a factor in the receipts.

Mr. NORRIS. Yes, sir.

The VICE-CHAIRMAN. In view of the recommendations you have made to the Commission I want to ask you if you believe it would be practicable for the Government to completely separate the first-class mail from the other three classes, and give the first-class mail the best and highest service of expedition in collection and delivery, treating the second, third, and fourth-class mail, other than daily newspapers by slower methods of collection and distribution, and therefore at less expense?

Mr. NORRIS. My answer is that you now discriminate in expedition between the first class and the other classes.

The VICE-CHAIRMAN. I mean to a greater extent than they do now?

Mr. NORRIS. I am not competent to pass upon that.

The VICE-CHAIRMAN. Would you regard it as practicable for the Government to handle bulky second-class matter other than daily newspapers by freight, eliminating it entirely from mail trains between the city of publication and cities where the entire freight shipment would be distributed?

Mr. NORRIS. I know of no reason to the contrary, but I am utterly incompetent to give an intelligent answer to that question.

The VICE-CHAIRMAN. Would you regard it as practicable for the Government to fix and operate one rate for the literary and news part of a second-class publication and a different and higher rate for the purely advertising and commercial contents of the same issue?

Mr. NORRIS. May I ask a question for illumination? Do you mean if a newspaper had 55 per cent of its pages covered with advertisements and 45 per cent with news or reading matter?

The VICE-CHAIRMAN. News and reading matter?

Mr. NORRIS. News and reading matter; yes. That the newspaper should pay the 1 cent rate on the 45 per cent, and the higher rate on the 55 per cent.

The VICE-CHAIRMAN. That is the question I am asking you—whether or not that would be practicable in operation?

Mr. NORRIS. I think that would be extremely complicated and almost impossible of audit; but the suggestion is a new one, and I am not prepared at this time to offer any suggestion except that I think it would be entirely out of the question.

Senator CARTER. As to a daily newspaper?

Mr. NORRIS. As to a daily newspaper.

The VICE-CHAIRMAN. It would be less complicated for a monthly periodical, would it?

Mr. NORRIS. To the extent that the monthly periodical is only one-thirtieth as numerous in issues as the daily.

Senator CARTER. Before we take a recess, let me inquire of the secretary whether or not the person who is to speak next is present.

The SECRETARY. Yes; Mr. Williams, who was called this morning and did not appear, is present. He says he will only take a few minutes.

The VICE-CHAIRMAN. We will take a recess until 3 o'clock, at which time we will hear Mr. Williams.

The Commission, at 2.10 o'clock p. m., took a recess until 3 o'clock p. m.

## AFTERNOON SESSION.

The Commission reassembled at the expiration of the recess.

**STATEMENT OF THOMAS T. WILLIAMS, REPRESENTING THE  
HEARST NEWSPAPERS.**

The CHAIRMAN. You may state your full name, Mr. Williams, and whom you represent.

Mr. WILLIAMS. Thomas T. Williams. I represent the Hearst publications.

Representative OVERSTREET. Suppose you name them.

Mr. WILLIAMS. New York American and Journal, New York Sunday American, Boston American, Boston Sunday American, Chicago American, Chicago Examiner, Chicago Sunday American, San Francisco Examiner, San Francisco Sunday Examiner, San Francisco Weekly Examiner, Los Angeles Examiner, Los Angeles Sunday Examiner, Hearst's Home and Fireside. That is all for the present.

Representative OVERSTREET. Mr. Williams, have you a printed brief you have filed with Commission?

Mr. WILLIAMS. No, sir; I will file it afterwards, if you wish.

The CHAIRMAN. Are those newspapers, Mr. Williams, run by central management in the sense that a great deal of the material in them is from a common origin?

Mr. WILLIAMS. Just the same, and only as to those parts which are of a magazine character—the same as the New York Herald, and the New York World, and other papers which get out illustrated magazine supplements which they sell to a chain of newspapers, and to any one who purchases them. Of course, if we collect news in London, or New York, or Berlin, or Paris, we first cable it to New York and distribute it to our other newspapers as an economical proposition.

The CHAIRMAN. Go ahead.

Mr. WILLIAMS. The present postal rate of the United States on second-class matter was arranged for the information and education of the people, not for the benefit of the publishers. The people have had the benefit of it entirely. Newspaper publishers have given all of its advantages to the public and have kept none for themselves. When the law was passed the largest newspaper in the United States was four pages and sold for 5 cents. At present you get a twenty-four page paper for 1 cent. The difference in value of white paper is the difference between 16 cents a pound and 2 cents a pound.

The newspapers carry free of charge much information for the public, especially about the Government. It may not always be accurate. Sometimes it is biased, but they do carry the speeches of the President, the speeches of Senators, the speeches of Congressmen, and information from the various departments. That is carried free of charge and the public is entitled to it.

The causes of the deficit are not due to the newspapers and the second-class matter altogether. Railroads are paid in some cases too much. Routes are stuffed at weighing time. The best proof, however, of my statement is that the railroads and express companies solicit our business and carry it for less than the Government charges. Take California: The express charges on newspapers to agents are 15 cents a hundred; at competitive points, 12½ cents a hundred.

Representative OVERSTREET. What distance?

Mr. WILLIAMS. Any part of the State.

Representative OVERSTREET. You mean within the State of California?

Mr. WILLIAMS. Yes, sir; no matter what the conditions of the route are, whether it is a stage route or a railroad route.

Representative OVERSTREET. Do you patronize them?

Mr. WILLIAMS. Yes, sir.

Representative OVERSTREET. Exclusively?

Mr. WILLIAMS. No, sir; we patronize the Government in some cases.

Representative OVERSTREET. Why do you not give it all to the railroad and express companies?

Mr. WILLIAMS. Sometimes the express companies will not take it; sometimes the Government has mail trains, and we can do better with them.

A hundred ordinary newspapers would weigh about 22 pounds, and they would be carried for 15 cents. That is one-half of the lowest commodity rate known to any railroad of the United States for any long haul. The low commodity rate from New York to San Francisco is 30 cents per 100 pounds, say \$6 a ton.

Now, as to what service is performed for the newspapers, this has been largely simplified in favor of the Government in late years. In the routing of our mail we have in our mail room a sworn post-office employee. We sack and bundle our stuff, mark our routes, and deliver it to the postal car. The weights are then taken to the post-office. All the United States Government does in that connection is to receive it at the postal car and chuck it off at the depot, where the postmaster gets it in most cases. He takes it to the office and puts it in the boxes, and the farmers come in and get it, unless it is rural delivery, and that is not a very big service.

In relation to supplements, about which I am principally here to speak, it is entirely a fallacy that those supplements are increasing the postal deficit. The more varied the supplement which you are permitted to give the more expensive it is likely to be. The cheapest commodity in our business is black ink, which can be manufactured for a shade under 2 cents a pound. All the ink and all the paper which enters into an ordinary newspaper can be produced at a gross cost of 2 cents a pound, plus the presswork.

When you put in colors you increase the expense enormously. Colored inks will run up to a dollar a pound. You put in half-tone supplements on calendered paper and you increase the expense to the publisher. Calendered paper is worth in the neighborhood of 6 cents a pound, and inks for such purposes are worth 50 cents to \$1 a pound. Some are cheaper, perhaps, but no first-class half-tone publication is produced for much less.

So with the illuminated cut-outs and things of that character that have been in issue. They cost us from three to five times as much as the same weight of common news print.

Now, take the city of Los Angeles, which is a fair illustration. The Los Angeles Times, which does not run many supplements, prints and issues on Sunday a paper which weighs nearly 2 pounds. The Los Angeles Examiner, having but a little larger circulation, I believe, prints a paper which, including the supplements, weighs

only one pound, and costs to produce more than the Times' 2 pounds, because of the higher class of material used.

In regard to the technical relation of a supplement to a paper, it is all nonsense. Somebody is making a lot of trouble. For what? I do not know. It has not benefited the public. The public wants these things, and likes them. In the newspaper referred to by Mr. Norris, which caters to the financial and banking element, there are published periodically and regularly large masses of information about stocks. There are some people who think stocks are bad things. I do not care myself. Some people want them. Other people down on the East Side want the "Katzenjammer Kids," and in the country they like "Maud" and "Happy Hooligan," and they ought to have them. No Government can differentiate between two things because one is higher toned than the other. You have got to make an even break for the poor man's journal as well as the rich man's journal. If you attempt to go into the question of what form of illustration is proper, you can compare the New York Life with the New York World, and both are popular in their spheres. The less interference there is with a newspaper publisher, the wider the latitude he has, the more liberal the treatment, and the broader the scope, the better it is for the country and for the Government.

That is all I have to say.

#### STATEMENT OF CHARLES F. JENKINS.

The CHAIRMAN. You may state your name and whom you represent.

Mr. JENKINS. Charles F. Jenkins, of Philadelphia, representing the National Agricultural Press League, an organization of about 30 of the leading agricultural papers in the country.

The CHAIRMAN. You may proceed.

Mr. JENKINS. Few men outside those directly interested realize the commanding importance of agriculture of the United States, and no one can comprehend the stupendous totals of value of the farms themselves and of the products which come from them. There are nearly 6,000,000 farms in the United States, dwelt upon, at a moderate estimate, by 30,000,000 people. These farms produced in 1905 wealth to the amount of \$6,415,000,000. To quote from the summing up of the honorable Secretary of Agriculture in his last annual report:

Farm products are yearly exported with a port value of \$875,000,000; farmers have reversed an adverse international balance of trade, and have been building up one favorable to this country by sending to foreign nations a surplus which in sixteen years has aggregated \$12,000,000,000, leaving an apparent net balance of trade during that time amounting to \$5,092,000,000 after an adverse balance against manufactures and other products not agricultural, amounting to \$543,000,000, has been offset.

The manufacturing industries that depend upon farm products for raw materials employed 2,154,000 persons in 1900 and used a capital of \$4,132,000,000. Within a decade farmers have become prominent as bankers and as money lenders throughout large areas; and during the past five years prosperous conditions and the better-directed efforts of the farmers themselves have increased the value of their farms 33.5 per cent, or an amount approximately equal to \$6,131,000,000.

This country is thus to-day feeding and clothing our own prosperous and well-fed millions, but it is also the granary for half of Europe. The trade papers representing this industry, staggering in the vol-

umes of its totals, is the agricultural press of the United States. And we believe that no single influence has contributed more to the phenomenal development, both in methods and results, than the farm papers of the country. In the earliest days information about farming was disseminated by means of the annual farmers' almanac, methods were crude and the results meager. Early in the last century papers devoted exclusively to agriculture were established, and keeping hand in hand with the advancement of agriculture in all its branches has been the farm press of the United States.

Through it every new discovery in farm economy, every new labor-saving machine, every new breed among the live stock of the farm or poultry yard, new varieties of corn and grain and fruits, have been instantly brought to the attention of farmers throughout the broad land. How slow would have been the dissemination of knowledge of the new implement which the struggling inventor was aiming to put on the market without the aid of the agricultural press.

The total circulation of the farm and allied papers is more than enough to put one in every farm house in the land. Of course many do not take a farm paper and others take several. But wherever you see a farmer who has progressed beyond his fellows, whose fertile fields and slick cattle and well kept fences and farm buildings betoken superior intelligence and ability, you will surely find on his center table one or more farm papers. The farm paper has helped to make him prosperous and makes him also an example and inspiration to his less progressive neighbor.

These are among the papers, gentlemen of the Commission, which Congress in its wisdom has seen fit to distribute at the rate of \$20 per ton. And Congress never passed a wiser act or one that has been productive of more good. That the dissemination of agricultural information is of the greatest benefit to the nation and should be scattered freely and broadcast, Congress has recognized in allowing the bulletins of the various State experiment stations and of the State departments of agriculture to go absolutely free through the mails, and the farm papers have aided the distribution of these bulletins and given them a publicity and value they would never otherwise have had.

The farm papers through their editorial and news columns have always been in advance of farm development, leading and directing it in new channels, suggesting improvements, making experiments, and showing how two blades could grow where one grew before, and no least part of their value to the farming community has been the opportunities afforded by their advertising columns. A new implement is no sooner perfected than every farmer in America has a chance to get it. A new variety of wheat or fruit, or vegetable or berry is discovered, and its value immediately made known.

Throughout the discussion of postal matters of the last few months the point has been brought out that the newspapers of the country create a tremendous volume of postal receipts from first, third, and fourth class matter. This is in two ways, first, by their own operations. Every live agricultural publishing house spends at least an equal amount for postage stamps as for the second-class postage on his paper, and some of them an amount almost double. This does not take into consideration the great volume of mail matter the average publishing house receives.

Farmers, living as they do away from the centers of business, are compelled to order what they want through the mails. The agricultural press is especially a producer of revenue for the Government. Cut out the second-class mail, or burden publishers with such a postage load they can't carry, and the first-class mail will fall off to such an extent that it would not be long until the postal authorities would be glad to give the papers even more liberal terms than they are receiving at the present time.

As an instance of this, Edwin B. Lord, of Omaha, Nebr., informs me that—

From a single insertion of an advertisement we secured 3,466 replies, making a postage of \$69.32. In first answers and in follow-up letters we reached a total of 51,500, paying first-class postage on same the sum of \$1,039.80. Those parties sent us 11,000 orders and they paid \$132 postage. Each of those parties furnished some names, a total of 52,800 names: on these we have already expended in postage \$1,574. This makes a postage expense of \$2,914.12, every penny of which was represented by one single insertion of our advertisement. The postage paid on the entire edition of the paper, second-class rates, was less than \$100, but the Government got in addition \$2,914.12, not a dollar of which would it have got if I had not advertised, showing as clearly as sunlight that second-class matter is the feeder of first-class.

I will not take the time of the Commission with further examples of how much of postal revenue is derived directly through the influence of the second-class mail, but file copies of letters from advertisers as Exhibit A on this point.

The agricultural press does not ask for special privileges and expects to be treated as our brother publishers are treated, but, gentlemen, Congress could far better afford to distribute the farm papers of America free, as the monthly bulletins of the experiment stations now are, than take any step which might limit their distribution and usefulness, for the whole country is dependent on the prosperity of agriculture. As Secretary Wilson happily says: "The well-being of the American farmer is a matter of profound interest to the entire country." To which we add, that a free and enlightened agricultural press is absolutely essential to the continued development and expansion of the agricultural interests of the country.

"Muzzel not the ox when he treadeth out the corn."

To-day the farm press has, in a measure, specialized its work, and there are 25 papers devoted especially to the dairy, 25 to the growing of fruit, 89 to stock raising and breeding, 42 to poultry, 8 to bees, and 253 to general farming. Altogether, they have a combined circulation of 7,890,435 copies.

While this committee is not authorized to speak for all the agricultural papers of America, we represent the National Agricultural Press League, an organization of the leading farm papers of the country, and, in addition, a very large number of farm papers not affiliated with us have requested that we present their protest against any raise in the rate of second-class mail. Our organization, through its board of directors, has appointed a committee to appear before your body and present the following resolutions, which embody the recommendations we wish to lay before the Commission.

One thing more, gentlemen, before presenting these resolutions. If there is any branch of the publishing trade which we believe is free from the abuses which the Post-Office Department claims has grown

up around the second-class mail, we believe it is the agricultural press. Asking no special privileges, taking only what the law allows, competing without complaint with Government publications covering our particular field and circulated free, the farm papers ask that no hardship be placed upon them, but that Congress extend an encouraging and helping hand in the dissemination of the information which directly benefits every man, woman, and child of the United States.

The resolutions prepared by the Press League are as follows:

**RESOLUTIONS ADOPTED BY THE NATIONAL AGRICULTURAL PRESS LEAGUE FOR PRESENTATION TO THE POSTAL COMMISSION.**

Whereas a Joint Commission of Congress has been appointed to investigate the second class of mail matter and report its findings to Congress, and provision has been made for determining the weights of different classes of publications and the average distances they are carried in the mails for the apparent purpose of paving the way for imposing higher rates of postage on certain classes of publications than on others, and with a view to providing slower and less expensive means and methods of transporting some classes of publications than others; and

Whereas the Joint Commission has invited national associations representing the several classes of publications to select representatives to be heard orally by the Commission, requesting that they furnish in advance brief statements of the points to which they desire to direct attention. Therefore be it

*Resolved*, That the National Agricultural Press League welcomes such an investigation and accepts the invitation to be represented at the hearings of the Commission.

*Resolved*, That we approve the recommendation of the Third Assistant Postmaster-General that Congress be asked to repeal the act of March 3, 1879, and enact provisions for the classification of mail matter upon simpler and less ideal distinctions, requiring less regulations and the exercise of less executive discretion, so that any postmaster or any other person may be able to determine the rates of postage accurately, beyond doubt, and without the necessity of submitting the question to the Post-Office Department for the consideration of experts.

*Resolved*, That the proposed new law should provide that administrative orders depriving publishers of the use of the mails at the pound rate shall be subject to review by the courts.

*Resolved*, That we regard it as both undesirable and impracticable to provide slower means of transportation for monthly or weekly publications than for dailies. The value of all newspapers and periodicals to the public is largely dependent upon their prompt delivery to the subscriber. The proposed employment of slower modes of transportation for some classes of periodicals would be a backward step in the development of our postal service.

*Resolved*, That there should be no increase in the rate of postage paid by publications of any class entitled to be carried in the mails free or at the pound rate. Our reasons for this belief are in part as follows:

1. The subscription prices of all classes of publications have been adjusted by many years of competition to the present pound rate of postage and free delivery in the country of publication, the benefit thereof accruing not to the publisher but, in the form of cheap and excellent reading matter, to the general public as represented by the subscriber. To impose a higher rate after such adjustment would be to levy upon publishers an unjust, unnecessary, and burdensome tax and demoralize an honorable and not unduly profitable business which is as fairly entitled as any other to just treatment by the Government.

2. The present rapid influx into the country of foreigners unfamiliar with American ideas and ideals calls for the strengthening of every educational influence in the land, among which none is more important than that of a free press, generally distributing its issues among all classes of the people.

3. The second-class rate of postage is the freight rate of the publisher, so far as the distribution of his product is concerned. The charge of \$1 per hundred pounds now imposed is not trifling or nominal. For most publications it

is much higher than the freight rates paid upon white paper. It represents a large item in the expense of conducting a modern publication. That it is at least approximately a compensatory rate from a commercial point of view is evidenced by the fact that it is duplicated for nearly equivalent service by the express companies, and in some cases an even lower rate charged.

4. It has been ascertained by high expert authority that the bulk added to the mails by the increase in the volume of second-class matter effects a saving of many millions of dollars annually to the postal service by automatically reducing the rates paid by the Government to the railroads for carrying the mails. The rate fixed by law for transporting the mails on routes where the traffic is least dense is more than nineteen times as high as on routes where the weight is heaviest. This large saving is principally due to the increase of second-class mail matter.

5. Not only are publishers themselves large payers of postage at first-class and other rates higher than second class, but the general distribution of second-class matter among the people is the largest single factor in creating and stimulating the mailing of first-class matter.

6. The postal deficit is not due to the increase in the volume of second-class matter. The history of the postal service demonstrates that a large increase of the amount of second-class matter carried may be attended by a rapid reduction of the deficit. It has also been demonstrated that the postal deficiency is apparent rather than real, being due to the carriage of vast quantities of free matter for the other Departments.

Even as it is, the present apparent deficiency is attributed, in part, by the Department to the rapid extension of the rural-delivery service, and we are assured by the Third Assistant Postmaster-General in his Annual Report for 1905 that the deficit will in due course disappear, following the completion of the rural free-delivery system.

*Resolved*, That our representatives before the Joint Commission, when appointed, be, and they are hereby, instructed to cooperate with the representatives of all other classes of reputable publications in presenting the foregoing views to the Joint Commission, together with such other matters as in the judgment of our representatives may be appropriate for the consideration of the Commission and of Congress, and consistent with the interests of the agricultural press as a whole.

Mr. JENKINS. We have two other members of the committee, Mr. Chairman, who have prepared short arguments, which they would like to present, if you are through with me.

Representative OVERSTREET. I would like to ask you one or two questions. What proportion of the so-called "agricultural" publications are daily publications?

Mr. JENKINS. I can not state exactly, but I think there are about seven.

Representative OVERSTREET. Out of a total of how many?

Mr. JENKINS. Four hundred and twenty-six, I think.

Representative OVERSTREET. Which has the larger proportion, the weekly or monthly publications?

Mr. JENKINS. In the number?

Representative OVERSTREET. Yes, sir.

Mr. JENKINS. The weeklies. There are more weeklies.

Representative OVERSTREET. What proportion of the agricultural publications circulate in the county of publication?

Mr. JENKINS. That I can not state, Mr. Overstreet.

Representative OVERSTREET. Have you any estimate at all on it?

Mr. JENKINS. No; I have not. The agricultural papers that mainly circulate in the county of publication are very small, as a rule, and would not be members of our association.



**STATEMENT OF JOHN J. HAMILTON, OF DES MOINES, IOWA, REPRESENTING THE NATIONAL AGRICULTURAL PRESS LEAGUE.**

Mr. HAMILTON. Mr. Chairman, the Wolcott-Loud Commission performed a public service by demonstrating that the law fixing the rates of railway mail pay, though needing amendment in important particulars, is sound in its most fundamental principle. The Penrose-Overstreet Commission will render a more valuable service to the public by proving that there is no need for drastic legislation restricting the business freedom of the press or increasing the postage paid by second-class matter, and by recommending the few simple changes in the postal laws which shall restore the old-time happy relations between publishers and the Post-Office Department, while amply protecting the postal revenues.

I wish to say that I have confidence in the fairness and open-mindedness of this Commission. I differ with some of my colleagues among the publishers in this: That I hear some of them saying that publishers should make some concessions before your honorable body, not telling you just what they think you ought to do, but something else, on the principle of the half loaf. I believe that this Commission has the honesty, fairness, and courage to report to Congress just what they believe to be right, regardless of either the publishers' selfish interests or public clamor. But when I say this, I mean it in all that it implies, and it implies that if publishers were able to show beyond a reasonable doubt that it would be the best solution of this problem to make a lower rate than 1 cent a pound on second-class matter they would so report, just as they would report in favor of a 2, 3, 4, or 8 cent rate if they found that to be demanded by the public interests as a whole. I shall therefore say to the Commission just what I think, expecting it to be received in entire openmindedness.

I was glad that your vice-chairman said on Monday, with his usual clearness and frankness, that the question of the postal deficit might be eliminated from this investigation, the cost of transportation and handling might be left out of consideration, and still the question whether second-class matter is paying its due proportion of the expense of the postal service would remain. That is a fair statement of a fair question, a question which we as publishers have to face, and we ought to face it squarely and not seek to evade it. This question is going to be settled right.

You will remember, however, that when Mr. Madden was questioned about the reason why the present law had not been enforced, he replied in effect that if you would give him a large enough force, so that he could watch all the editions of all the publications in the country and compel them to pay the correct rates of postage, he would "take care of the deficit," or words implying that it would promptly disappear, even under the 1-cent-a-pound rate. Now, that indicates that publishers are really responsible for the deficit, and that if they would abide by the laws there would be no deficit; and that is an issue that publishers are called upon to face three hundred and sixty-five days in the year. For some reason the attitude of the Government toward publishers has changed in the past few years. From some source, which I am frank to say I have never been able

to locate, the spirit of suspicion toward publishers has gone out and permeated the postal officary.

The attitude of the clerks in the city post-offices all over the country who are charged with the duty of looking after second-class matter has become suspicious and in some cases even unfriendly toward the publishing business, as if every publisher were potentially, at least, a violator of law, and lacking only the opportunity. And if publishers, while admitting that Mr. Overstreet's statement of the question is entirely logical and fair, still feel that they can not deal adequately with the question without discussing the alleged deficit, it is because they know that when they go home to face actual conditions they will be confronted again and again with the statement that if it were not for the monstrous abuse of the second-class mail privilege there would be no postal deficiency.

When the publishers of books issued periodically went into the courts to combat Mr. Madden's contention that their product was not entitled to the pound rate (in which I wish to say that I think he was entirely right), they were able to quote from the original congressional debates no knowledge among the people as a result of cheapening literature through the pound rate. In fact, far-seeing Members of Congress predicted at that time that there would be an enormous growth of the press in consequence of the low rates, regarding it as something which all American citizens would be proud of and feel a reasonable satisfaction in as insuring an alert, patriotic, and well-formed citizenship.

Now, one point which I shall endeavor to demonstrate is that Mr. Cannon's attitude at that time was the real attitude of Congress, and that the real intent of the law was reflected both in those debates and in the manner and spirit of the postal administration for the first ten years after its enactment; that there was neither cowardice nor inefficiency in the postal administration between 1879 and 1890, but a truer insight into the meaning and purpose of the law than has prevailed from 1890 to 1906; that in fact all the eloquent denunciations of second-class matter which Mr. Madden on Monday quoted from Postmasters-General, beginning with Mr. Wanamaker and running almost down to the present, have been based upon a profound misunderstanding of the original intent of the law and an equally fundamental error regarding the nature and cause of the supposed postal deficit. I believe it will be one of the great achievements of the present most efficient Postmaster-General that, when he becomes aware of the situation in its real significance, he will, even if the present law is left unchanged in any particular, restore the statutes to their true significance and at one stroke wipe out all friction between the publishers and the Post-Office Department.

Mr. Madden demonstrated very clearly on Monday that the law in its present interpretation is absolutely unenforceable; that if, in the construction he puts upon it, he should go ahead on the lines of his policy and make no discriminations, it would throw out of the mails and destroy or heavily damage from 60 to 70 per cent of all the newspapers and from 70 to 80 per cent of all the periodicals in the country. I agree with him absolutely, but I think it is because he has accepted the incorrect interpretation of the later Postmaster-General instead of the true interpretation of the law put upon it by

the Postmaster who was in office when the statute was enacted, and his immediate successors, who knew the real intent of Congress in making the laws what they were.

All of the real troubles of the present Third Assistant Postmaster-General, in my humble opinion, arise from his attempt to draw the line separating second-class matter from other printed matter in the wrong place, and I believe that if he would draw it in the right place, just where Congress in its wisdom intended and where it actually was drawn by the postal officials of the generation who framed the law, officials just as brave and honest as he, though I am sure not more so.

What is the classification made by the law, trifling technicalities aside?

First class—Letters and postal cards; written matter.

Second class—Newspapers and periodicals.

Third class—Circulars, books, and other printed matter.

Fourth class—Merchandise.

Now, if you will draw the lines just there, as they were drawn for the first ten years, all your difficulties disappear like a vapor in the sunlight. Just let all letters pay letter postage, all newspapers and periodicals second-class postage, all books and circulars third-class rates, and all merchandise fourth-class rates and it will at once appear that Congress did not bungle its business in 1879 and 1885, and the postal officials who held office between 1879 and 1880 were not recreant to their duty. Congress had made a good law and they enforced it, in the main, in its true intent.

The exhibits which Mr. Madden displayed here on Monday included varied kinds of merchandise which certain individual publishers had tried to send through the mails at second-class rates. He did right to exclude them. Merchandise is fourth-class matter. But when he excluded or indicated that he believed he ought to exclude special editions of enterprising publishers exploiting their towns, simply because they were parts of the paper and were in different form from their regular issues, I am frank to say that I regard his position as diametrically opposed to the law in its original intent and spirit.

That beautiful edition of the Seattle Times was full of valuable information in both its matter and pictures. Such enterprise employs labor, consumes the product of the paper mills, helps the people of different parts of the country to know each other, and ought to be encouraged at Washington, not frowned upon. Mr. Madden does not regard such editions as fair samples of the publication and entitled to the pound rate. On the contrary, they are fair samples of what the publishers of every American city and town can do and are doing every year—samples of their special editions, as they purport to be. There is no fraud about it. The people are used to these editions, and nobody subscribes for a paper expecting other issues to be equally large or costly. I say that when Mr. Madden suggests throwing these things out of the mails—when he throws any kind of real newspapers or periodicals out of the mails—he is violating the law just in the same way that the book publishers violated the law when they forced books across the line into the second class.

Most of the annoyances to which publishers, postal officials, Sena-

tors, Representatives, and others have been subjected in recent years, taking the form of friction between the Post-Office Department and publishers, have arisen from recent interpretations of the following provision in the statute:

*Provided, however,* That nothing herein contained shall be so construed as to admit to the second-class rates regular publications designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates.

In one way I was glad Mr. Madden attacked this proviso in so vigorous a manner; for nothing could be truer than his statement about the consequences of a uniform enforcement of its provisions in the new sense in which he construes it. It can be done only by stationing an officer at the door of every publisher to execute the decrees of a censor. It would establish a censorship in the most dangerous sense of the term, and I am glad Mr. Madden was big and patriotic enough to say that he does not wish such a censorship; that there is no need for it. That would involve widespread damage to a great interest. But I think he points the wrong way out of the difficulty. He would repeal the law and abolish the distinction between newspapers and periodicals on the one hand and other printed matter on the other. I would simply draw the line where Congress and the Postmaster-General drew it twenty-seven years ago and restore instead of repeal the law. I am for a free press, restrained only by just and friendly laws interpreted by the court. I regard the press, with all its faults, as quite a high-class industry, entitled to as large a degree of liberty and freedom from interference as any other.

The law conferred upon all bona fide newspapers and periodicals the pound rate of postage. It was a broad-gauge law, and gave all publishers, rich and poor, competent and incompetent, successful and unsuccessful, the right to send their papers and magazines through the mails. There was nothing in its phraseology or intent limiting its benefits to publishers with capital sufficient to turn out a fine product, filled with high-class original matter and beautiful illustrations. The old style freedom to publish included the liberty of publishing a very poor newspaper or magazine, and, if the editor lacked originality, to use the scissors and paste pot to the fullest extent. Advertisements were taken as a matter of course, as they had been part of the American newspaper from the beginning, just as selected miscellany had been. All that was required was "a legitimate list of subscribers," very small, of course, if the publisher was not able to engage in the business on a large scale, with a corps of efficient editors, writers, reporters, and managers. Congress had no thought of any distinctions, much less a lot of ideal distinctions. It expressly conferred the pound rate on "all newspapers and other periodical publications," and such restrictions as were made were manifestly intended only to define newspapers and magazines so that all should be admitted and other things excluded. The debates in Congress and the early administration of the law reveal a broad, liberal, and statesmanlike view of the subject. No such offensive epithet as "subsidy" was used.

And right here I wish to enter my emphatic protest against the statement that 1 cent postage is a subsidy to the press. At the head of the pink blank which publishers are required to fill out, sign,

and swear to as a condition precedent to securing entry in the second class, somebody has put the following misstatement:

A publisher's second-class mailing privileges are in the nature of a subsidy, because the cost of distribution is mainly borne by the public treasury.

I have signed and sworn to several statements under this heading, but always with the feeling that I deserved to be prosecuted for perjury for assenting to what I regard as a falsehood and an insult to the American press. I hope that this Commission will enact a law, if necessary, requiring the Public Printer to omit such statements from future editions of this document.

Congress desired to shut out what is known as "house organs," or spurious newspapers or magazines issued by wholesale and retail merchants, manufacturers, and others, as mediums of communication with their customers, and the public, and the exception made of publications "designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates," was not aimed at any genuine newspaper or periodical, but solely at these, the house organ having always one or more of these characteristics. The house organ was legislated out of existence or compelled to pay circular postage, books paid the postage rates prescribed by law, newspapers and magazines were undisturbed in their free development.

One real abuse crept in—that of the book masquerading as a periodical and securing admission to the second-class instead of paying the higher rate. The distribution of sample copies on a very large scale became a prominent feature in a new class of legitimate publications. This was denounced by some as a flagrant abuse of the sample-copy privilege established by law, but has always been defended by others as coming within the original spirit and meaning of the statute. Departmental action destroyed the unquestionable abuse of the serial book and established a limitation upon the sample copy which harmonizes with the prohibition of publications designed primarily for free circulation, the courts having held that "primarily" meant "principally." The new rule established for sample copies is, however, the most un-American regulation that could be invented. For, instead of giving publishers equal rights to distribute sample copies, it gives the publisher who has a million subscribers the privilege of sending a million sample copies and restricts the American citizen whose publication has but 300 subscribers to the distribution of 300 copies only—a complete perversion of the law, which should by all means be corrected in some practical, rational manner—legislative or administrative.

There arose later, I trust the Commission will permit me to say, an apparent but not real postal deficit—a bookkeeper's deficit—which somebody at Washington thought ought to be got rid of instant. The true cause of the supposed deficit was not seen; and, as the outcry about it was kept up, the two classes of people who were blamed for being the cause of it—the railway managers and the publishers—began to hammer each other, each declaring that this imaginary deficit was due to the other. It remains for the present Commission to take the same view that there is no deficit; that, the bugaboo having no existence, neither the railways nor the publishers are responsible for it; that there is still every reason why these vast interests should be at peace with each other and with the Post-Office Department;

that postage rates shall always in the future, as in the past, be reduced, not raised; and that the old-time freedom of the press shall be restored in the fullest measure, and the office of the Third Assistant Postmaster-General relieved, as it has so eloquently asked to be relieved, from the duty of supervising the press—a work which no bureau of the Government could perform and which ought not to be performed even if it could be done efficiently and impartially.

Gentlemen of the Postal Commission, if you will turn to page 216 of part 2 of the testimony taken by the Wolcott-Loud Commission, you will find in the special report of Prof. H. C. Adams, of Ann Arbor, the able and highly competent expert employed by that body, then and still a statistician of the Interstate Commerce Commission, a statement which destroys the whole foundation of the movement for the restriction of second-class matter. Professor Adams asserts that if, by throwing off a considerable portion of low-class mail, the ton mileage in 1898 had been 600 per cent instead of 1,000 in excess of what it was twenty-five years earlier, in 1873, the Government would have had to pay the railways about the same amount as it paid on the vastly increased tonnage. The figures are almost incredible, and Professor Adams lays no great stress on their absolute accuracy, for the reason that they take no account of the shift of density on specific routes; but he declares that if the ton mileage had been 169,809,000 instead of 272,000,000, the railway-mail pay would have been practically the same. This remarkable conclusion of one of the ablest statisticians of the age, which he embodied in his formal report, thus staking his reputation for accurate scholarship upon it, though he did not ascertain the slight variation of result which would have been effected by making the calculation by specific routes instead of basing it on the entire body of the mail, rests upon the fact that the law fixes a rate twenty times as high for a minimum volume of mail as for a maximum volume.

On a railway route on which the average daily movement of mail is 200 pounds for the entire length, the Government pays twenty times as high a rate per ton per mile as on a route where the average is 300,000 pounds. The rate on the small volume is \$1.17 per ton per mile, while on the large volume it is 5.8 cents, with countless variations between these extremes.

If therefore it could be truthfully said in 1892 that railway-mail pay would have been as great on seven-elevenths of the entire body of the mail as it then was on the total volume, the conclusion is irresistible that second-class matter, admittedly nearly two-thirds of the volume of mail matter, furnished the bulk which effected this enormous saving. What, then, becomes of the contention of several recent Postmasters-General, that the growth of second-class matter is a burden to the service? As a certain amount of bulk is necessary in the food ration of man or beast to insure digestion and the normal expansion and health of the digestive organs, so the bulk added to the mails by our newspapers and magazines has the wholesome effect of securing a vastly reduced railway rate both on the bulk so added and on the entire body of mail matter.

True, the railway-mail pay is only one of the many items of cost in handling the mails, but while it costs a large amount of money to handle second-class matter in the post-offices and on both urban and

rural delivery routes, yet, if you will take the financial reports of the Post-Office Department and go through the many items of expenditure, you will find that you might entirely do away with second-class mail matter without effecting a large saving in any or all of the items. Your entire postal plant, buildings, railway post-office cars, equipment of all kinds for reception, separation, and distribution of the mails, and a large portion of your working force would be required for hauling letters, circulars, books, and merchandise even if second-class matter were eliminated. Publishers route and sack their own mail. It goes to the train ready for easy transportation. It does not overload your urban postman or rural carriers on any of their trips, or add largely, if at all, to the expense of the star route. It is distributed after the letter mail in the smaller post-offices, not requiring a new set of clerks or more of them. It does call for additional clerks in the large post-offices and the postal cars and occasion other expense in the city offices, but the expense is greatly exaggerated. It creates far more revenue than it causes expense.

Another expert who was twice called before the Wolcott-Loud Commission and examined both times at length was Mr. C. W. Ernst, formerly assistant postmaster of Boston, and the author of a history of the American postal service. Mr. Ernst maintained that 1 cent a pound is a commercial rate for second-class matter, justifying the Department in making every effort to increase its volume and encourage its production, as the Canadian government does, though her second-class rate is far lower than ours and enables her, as might reasonably be expected, to run her postal service at a profit and still pay the railways more liberally than ours are paid. He insisted that our law fixing the rate of railway-mail pay is inherently faulty, in that while the postage rates to the public recognize the true principle of transportation, since we fix higher rates for refined matter, such as letters, and lower rates for the bulkier articles, this fundamental law is violated by paying one single rate to the common carrier for transporting letters, newspapers, merchandise, and all other matter. It is as if the railways charged the same for hauling coal, pig iron, ores, and building stone and silks, jewelry, and other costly and refined products.

Mr. Ernst insisted that it is a universal law of transportation that precious matter helps to carry the less precious and pays a higher rate, on the unpopular but not entirely unjust principle of "what the traffic will bear." He cited the practice of the Universal Postal Union as an example that the United States should follow. The postal union does not pay as much for carrying printed matter and merchandise as for letters, and he argued that this country laid the foundation for heavy losses by disregarding this rule.

Apropos of the assertion of Mr. Ernst that 1 cent a pound is a commercial rate, the Canadian postal commission of 1865, as quoted by Professor Adams, laid down the rule that "mail matter carried in postal cars should be regarded as freight," and added "that it should be regarded as the least expensive description of freight, as the company is relieved of any expenses beyond the mere cost of movement." I do not cite this as the basis of any claim that our railway-mail pay is too high. I have my own opinion on this subject, but it is not now before this Commission.

I wish to say, however, that before I had heard of this Canadian

doctrine I had formulated the generalization that the transportation of the mails is mainly the shipment of paper on a very large, uniform scale and evenly distributed, and when I have been told that 1 cent a pound was a mere nominal charge for transporting my paper with only the added weight of printer's ink and wrapping paper, I have always replied that 1 cent a pound is \$1 per hundred pounds, and 50 per cent of the first cost of ordinary white paper; that when I shipped paper from Millinocket, Me., to Des Moines, Iowa, perhaps 1,500 miles, it cost me only 38 cents a hundred pounds; when I shipped it from the Wisconsin paper mills, 500 miles, the freight charge was only from 18 to 23 cents a hundred pounds; that writing paper was shipped, even in small lots, from Chicago to Des Moines, 356 miles, for 45 cents a hundred pounds. I never felt that I was a pensioner on the Government or the beneficiary of a subsidy when I paid the postal service \$1 a hundred pounds for distributing that product a much shorter average distance. To my mind the climax of absurdity is not far away when it is seriously proposed that the Government shall charge the publisher \$4 per hundred pounds for transporting and handling a product which in its original form was manufactured and transported a long distance from the mill for so much lower a rate.

Since, then, there is no real postal deficit; since second-class matter operates by its very bulk to reduce railway-mail compensation by many millions of dollars to so vast an extent that you could have dropped out of it more than one-third of the entire volume of mail matter in 1898 without diminishing the cost of railway transportation; since all the sample copies and all the low and nominal priced publications in existence would be wiped out without effecting any large economies to the postal service, why should not commercial freedom of the press be restored, espionage of an honorable business discontinued, and dictation of its methods and interference with its management in the supposed interest of reform and economy be stopped?

The publication of newspapers and magazines is a private business. There is no reason of public policy which calls for the regulation of publishers' charges for subscriptions or advertising by law. They do not, like common carriers, discharge quasi public functions or, in establishing their business, exercise the right of eminent domain by condemning private property for their own use. They should therefore be free to sell their papers and magazines to all comers, and at such prices as they see fit, extending credit to whomsoever they please. They should be as free as the maker of soap or the vender of tobacco to give premiums to their customers or agents.

The present regulations lower them to the level of keepers of saloons and evil resorts, limiting them to subscribers who "voluntarily seek" their publications and "pay for them with their own money." You may lawfully give away a drink of whisky, but you can not give away a subscription to the *Youth's Companion* or the *American Agriculturist* without exciting the opposition or the suspicion of the United States Government. [Applause.]

They should be free after demonstrating, by securing "a legitimate list of subscribers," that their publications are bona fide second-class matter, to even give away their publications if foolish or generous enough to do so; for in the present day of strenuous competition the



publisher who does not get all possible receipts from both circulation and advertising can not compete with those who are smart enough and energetic enough to do both. They should be free to publish poor papers and magazines; for in these days of costly and beautiful dailies, weeklies, monthlies, and quarterlies, woe be to the publisher who does not keep pace with the improvements others are introducing. They should be free to publish all the decent advertising matter they can secure; for nothing is more certain than that those who do not secure much of it will not survive, while those who secure more of it than their readers will read and answer will lose that portion of their advertising patronage. They should be free to accept all the reputable advertising they can obtain, because the American public value and read the advertising as thoroughly as the regular reading matter and usually refuse to take publications which do not contain large quantities of it.

I would say, as an illustration of that, that four years ago the Des Moines Daily News, of which I was then manager, lost the advertising of the large department stores of the city for a short time, and it caused an immense falling off of the circulation of the paper. The subscriber profits largely by modern advertising, which is truthful, instructive, and the product of highly skilled and well-paid expert labor. Advertising is a prime force in present-day American industrial development. It is a form of permanent investment which can be kept alive only by continued advertising.

To limit the volume or relative proportion of the advertising which a publication may carry under penalty of exclusion from the mails would be to destroy the most valuable asset of every notably successful publication of every class in America to-day. The right of the New York Herald, The Chicago Tribune, The Ladies' Home Journal, The Youth's Companion, or The Breeder's Gazette to sell all the advertising they can make room for is more valuable to them than their stately buildings and mechanical equipment. It is the quintessence of their well-earned success. It rests on genuine merit and is the fruit of honest social service. To deprive them of that right would be to despoil them of their property without the shadow of right or justice.

It would be right confiscation. Not less iniquitous and disastrous would it be to those advertisers whose business is built up entirely upon advertising, but who in the equalizing process, enforced by the proposed legislation or regulation, would be excluded from the best mediums and their competitors admitted. The present regulations rest on a pledge of the publisher, exacted by the Post-Office Department before entry, to admit "any house in good standing" to his advertising columns at "the regular published rates." The proposed restriction would nullify this just requirement, and compel the publisher to discriminate between his reputable advertisers. He would, of course, exclude the weak, admit the strong, and thus help to build up monopolies, to the public injury.

I agree with the postal committee of the American Newspaper Publishers' Association. The Post-Office Department belongs to the people, and is for their benefit, and should be as they want it. They never needed a free, untrammelled press more than in these days of graft. The educational influence of an abundance of good, cheap reading matter was never more needful than in these days of vast

immigration of foreigners to our shores. The press is the eyes, ears, and tongue of the public. It is fundamental to all scientific and industrial progress.

In the wars against tuberculosis and yellow fever and other contagions, in every effort to secure effective public cooperation, it is indispensable. In times of epidemic the poor and ignorant are usually the first victims and their homes the foci of infection. Such homes are invaded only by the very cheap publication and the sample copy. The cheapest of these abound in current information about hygiene, sanitation, etc., letting the light of modern science into these dark places, dispelling ignorance and prejudice, paving the way for quarantine, allaying panic, and spreading the gospel of cleanliness. What short-sighted folly to curtail and curb the very influence which turns your mobs into organized intelligence! Away with the fads, and give us back the common sense and the avowed love of progress which used to mark our public policies!

It is a mistake to regard publishers as the beneficiaries of the pound-rate postage. It was a costly innovation for them. In the early days the postage was paid by the subscriber to the local postmaster. When the low pound rate came in, the publishers being required to prepay the postage, they did not add it to their subscription price, but paid it out of their own pockets.

To many this was an added expense of thousands of dollars a year; to all it was a considerable expense. When the rate was reduced from 2 cents a pound to 1, the publisher gave the subscriber the benefit of the reduction in postage and continued to give him both this benefit and that of the fall in the price of white paper in the form of lower subscription prices. It was not philanthropy. It was the effect of competition. Daily newspapers went down from 5 cents a copy to 3, 2, and 1; weeklies from \$3 or \$4 a year to \$1 and often to 50, 25, or even 10 cents; monthlies from \$4 to \$3, \$2, or \$1, and many good ones to 50, 25, and some to 10 cents. The benefit has all accrued to the public. In Iowa we have had for many years an excellent daily for \$1 a year.

The proposed increase in the rate of second-class postage would either fall upon the publisher or be passed on in higher prices to the subscriber. In the first instance it would injure the publisher and cripple the vast industries which depend on him for support. It would fall heavily on the manufacturer of paper, whose output would be curtailed. It would bring idleness to tens of thousands of printers, stereotypers, machinists, electrotypers, engravers, pressmen, editors, reporters, mailing clerks, and the many other trades and professions dependent upon the publishers. I know the publishing business in all its aspects.

I know that the tendency of every publishing business is to absorb in a rapidly growing pay roll and other expenses every dollar which can be squeezed out of both circulation and advertising. A daily paper, with which I was connected for twenty-two years in Iowa, increased its yearly expense account from \$30,000 in 1895 to \$175,000 in 1902, seven years later; which, I think, is something of an answer to the statement of Mr. Herbert, made this morning, that the publishers' expenses are going down, while the Post-Office Department is having to meet the trouble of increased expense.

The business is, with few exceptions, not largely profitable. An addition of 1 cent a pound to the postage rate, making it 2 cents, would wipe out every dollar of profit of every daily newspaper in Des Moines, where I live, and would be a heavy burden to every other publication there. An addition of 3 cents would wipe out of existence every daily, weekly, and monthly in the city of Des Moines and, I believe, every publication using the mails in Iowa. I submit here a table showing what the proposed tax would mean to the 20 cities comprising the country's principal publishing centers. It will give you a concrete idea of what this monstrous proposal to tax knowledge means. To publishers it spells financial ruin everywhere.

Cities.	Paid fiscal year, 1905, at 1 cent a pound.	Would have paid at 4 cents a pound.	Increase.
New York .....	\$1,341,528.65	\$5,366,114.60	\$4,024,585.95
Chicago .....	665,904.26	2,663,617.04	1,997,712.78
Philadelphia .....	350,592.56	1,402,370.24	1,051,777.68
St. Louis .....	318,385.02	1,273,540.08	955,155.06
Boston .....	240,251.75	961,007.00	720,755.25
Kansas City .....	181,362.52	725,450.08	544,087.56
Cincinnati .....	139,266.58	557,066.32	417,799.74
Minneapolis .....	138,528.12	554,112.48	415,584.36
Augusta, Me .....	96,083.14	384,332.56	288,249.42
St. Paul .....	88,616.12	354,464.48	265,848.36
Milwaukee .....	86,561.22	346,204.88	259,653.66
Indianapolis .....	85,608.36	342,433.44	256,825.08
Detroit .....	85,562.96	342,251.84	256,688.88
San Francisco .....	85,074.58	340,298.32	255,223.74
Cleveland .....	79,336.01	317,844.04	238,508.03
Atlanta .....	70,743.46	282,975.04	212,231.58
Pittsburg .....	68,243.22	272,975.28	204,732.06
Des Moines .....	61,248.81	244,996.24	183,747.43
Omaha .....	59,687.06	238,748.24	179,061.18
Denver .....	57,880.27	229,521.08	171,640.81

Now, you see New York pays \$1,341,528 at 1 cent. Just to make it 2 cents would tax the publishers of New York twice that vast sum every year. To raise it to 4 cents would increase the payment of New York publishers to \$5,366,000, and cost them over \$4,000,000 a year.

Chicago now pays \$665,000, which would be this increase at 2 cents a pound, and an advance to 4 cents a pound would cost the publishers of Chicago within \$3,000 of \$2,000,000 a year.

Philadelphia pays \$350,000. A 4-cent increase suggested by Mr. Madden would cost the publishers of Philadelphia over \$1,000,000 a year.

St. Louis pays \$318,000. It would pay \$955,000 more.

Boston now pays \$240,000, and its additional tax would be \$720,000.

To go down to some of the smaller cities, Indianapolis pays \$85,600 a year, and the publishers would be obliged to pay \$256,000 a year more, which I am confident would wipe out the profits of one or two of the largest and notably prosperous dailies of that city.

Des Moines now pays \$61,000 a year, and the additional tax would be \$183,000, which is far more than the present profits of all the publications in the city—so much more as to justify my statement that such an addition would wipe out of existence every publication in the city.

Legitimate publications are not asking the Government to protect them from unfair competition. They do not complain of the use of premiums or the circulation of free papers or sample copies or adver-

tising copies by other publishers. They know that such evils are forms of competition and correct themselves, and that success comes, and comes only from good management, based on merit. All they ask is to be undisturbed as long as they obey the laws. They want their rights defined by law and not by administrative regulations. They want the protection of the courts. Let violators of the law suffer, but stop once and forever administrative interference with legitimate private business under the guise of collecting correct postage rates.

I emphasize the importance of the right of court review for the reason that that right, justly accorded to the railways by the new interstate commerce legislation, is now denied the publisher. When the post-office authorities throw out of the mails either a publication or a part of its editions as not being legitimate circulation, the publisher is promptly informed by his attorneys that no action for mandamus or injunction will lie against the local postmaster, and that it is necessary to proceed against the Postmaster-General. This necessitates proceedings in the courts of the District of Columbia.

Yet I am informed that there is practically a rule or agreement among the judges of the District that they will not take jurisdiction of any case involving the overruling of an administrative order of any Department of the Government. This rule is made simply to protect the judges from being overwhelmed with work and, in part, to protect the Departments in the ordinary administration of their affairs; but it operates to deprive the publisher of a vital right and to make the Postmaster-General's office an autocracy. I have had practical and not altogether pleasant knowledge of one case in which a publisher, while assured by the chief justice of the supreme court of the District of Columbia that the subscriptions in question were legitimate, he believed he must refuse to review the action of the Post-Office Department even if illegal. I presume that this was one of the 40 cases in which the rulings of the Department have been upheld, but, if it is a fair sample, it seems that they may be upheld when in direct violation of the statute.

There are certain ancient and well-established practices of the publishing business which it would be idle for the Post-Office Department to try to wipe out and which it never will be able to do away with entirely, and therefore has no business to interfere with in a few cases. They are rooted in the habits of both publishers and subscribers all over the country. They exist at 10,000 small post-offices, in every little hamlet in the land, and will always exist there and will always be tolerated by the postal authorities in these local spheres. Some of these are the following:

First. The practice of cutting rates to whatever extent is necessary to secure circulation.

Second. The practice of offering premiums to both subscribers and club agents.

Third. The practice of making low clubbing rates in combination with other publications.

Fourth. The practice of giving away subscriptions to friends, relatives, and others by the publishers and other persons.

Fifth. The practice of selling subscriptions in small or large numbers to subscription agents and others at reduced rates.

Sixth. The practice of continuing to send papers to subscribers after the time paid for has expired.

These practices can not be uprooted without revolutionizing the whole local newspaper business. When laws are proposed at Washington to prohibit them it is common to quote the Post-Office Department as promising that they will not be enforced against the small county paper, urging that they are intended for other and larger publications. It is thus tacitly admitted that it is not intended to enforce such laws uniformly; in plain English, that it is proposed to make fish of one and fowl of another. I wish, however, here to commend what Mr. Madden says about treating all alike in future. That is the true principle.

Partiality is the essential vice of all bureaucratic government. Never since our Post-Office Department began to interfere in such matters has it been able to treat all alike. Never will it be able to enforce such a policy uniformly. The only remedy is to stop the experiment; let the publishing business regulate itself; give publishers the liberty they used to have, and have never done anything to forfeit; let them alone until they disobey the law, and then let the courts enforce the laws, as they enforce other laws.

Statesmanship should contribute to the harmonious development of a country's interests. It should do good, not evil. It should work for peace and prosperity, not discord. To press the demand for higher rates of postage from publishers and to continue to permit their proper business methods to be interfered with will have the inevitable effect, if it goes sufficiently far, of embroiling the press of the country and the railways of the country in a conflict which will injure both, hinder the industrial and intellectual development of the nation, and produce evils of which there can be no adequate estimate in advance. And the worst of it is that there is no occasion of any kind for it at all.

The CHAIRMAN. Mr. Hamilton, you have stated that there is partiality in enforcing the law. On what authority do you make that statement?

Mr. HAMILTON. Well, from personal knowledge, Mr. Chairman.

The CHAIRMAN. Do you have specific cases?

Mr. HAMILTON. Well, I could name one or two.

The CHAIRMAN. Will you state to the Commission, Mr. Hamilton, the cases you have in mind where the law has been enforced against some and not against others?

Mr. HAMILTON. Well, I will give an illustration that has been reported to me by letter.

Representative OVERSTREET. Mr. Chairman, I think a statement of that kind should be limited to Mr. Hamilton's personal knowledge, as he said he had some personal knowledge, and should not include information in letters from other people.

The CHAIRMAN. That is right.

Mr. HAMILTON. I have personal knowledge of this case. A publisher of a live-stock daily—a daily devoted to the distribution of market reports to the farmers—located at Buffalo, was under some circumstances, I think resulting from a complaint by a competitor probably, called upon by the Post-Office Department for a showing of its circulation. He was able only to show that its circulation was

largely made up of subscribers, ordered in bulk by commission merchants. The Department ruled that the paper would have to go out of the mails, and required and has required for a number of years, that publisher to restrict his editions to subscriptions paid for by the subscribers. The publisher has, after exhausting all the efforts he could afford to make in a futile attempt to get justice in the District of Columbia, submitted to that regulation, and has to this day run his paper in competition with a dozen other papers which have that privilege. He has lost most of his property in the effort.

Another case of the same kind and in the same class was a live-stock daily at Dallas, Tex., which, while it was permitted to transmit its subscriptions to the individual merchant or banker who paid for them, was required by the Department to send them to him to distribute, so that the subscriber or recipient of the gift was obliged to go to that bank instead of to the post-office in order to get the paper. Now, this publisher has had to do that in competition with a dozen papers that all this time, as is known to every citizen of the Middle West, and as unquestionably can not but be known to the Post-Office Department, have been publishing papers subsisting very largely on the same class of subscriptions, and have been permitted to deliver at the pound rate all those subscriptions ordered by commission merchants, and distributed by the post-office direct to the subscribers.

I did not use the word "partiality" in regard to the Administration. I say that is characteristic of bureaucratic government. The words which I used, Mr. Chairman, were that it has not been able to treat all alike. I think that is a fairer statement than to say that the Department has been partial. My experience with the Post-Office Department is that it intends and tries to be fair. I do not want anything I have said to reflect in any way upon the honesty of purpose of any post-office official.

Representative OVERSTREET. Mr. Hamilton, I want to ask you some questions. You made a statement that there was an agreement among the judges in the District of Columbia not to take jurisdiction in the case where the Department had made a ruling. What is your source of information about that?

Mr. HAMILTON. Senator Thurston, our attorney, so informed us. It was virtually established as a rule of court.

Representative OVERSTREET. As a rule of court?

Mr. HAMILTON. Yes, sir.

Representative OVERSTREET. You said a while ago that the publishers routed all of their second-class matter. You made the statement cover the entire amount. Do you mean just what you said?

Mr. HAMILTON. As far as I know, it is done.

Representative OVERSTREET. You said the publishers. I want to know whether you are including them all or not?

Mr. HAMILTON. I never meet publishers who do not do that.

Representative OVERSTREET. The percentage would probably be lower in smaller offices, would it not?

Mr. HAMILTON. In the very small ones, but not interior points of the size of Des Moines or Indianapolis, I think.

Representative OVERSTREET. You made quite a comparison of the service the Government rendered at the cent a pound rate on second-

class mail and the service you received on a shipment of blank paper, in which you showed that the freight shipment was very satisfactory.

Mr. HAMILTON. Yes, sir.

Representative OVERSTREET. Did the shipment of freight receive the same character of attention that the shipment by mail did?

Mr. HAMILTON. Not at all, Mr. Chairman; but I gave that illustration following this statement of the Canadian Commission that it was freight.

Representative OVERSTREET. Do you mean to leave the impression that the service rendered by the Government to second-class mail, which pays a cent a pound, is no better service than that rendered on blank paper by freight?

Mr. HAMILTON. Oh, I admit it is better.

Representative OVERSTREET. In that same connection you spoke about this freight, alluding entirely to the Canadian practice, and that mail carried in postal cars is regarded as freight. Do you understand that the Canadian government regards postal cars as the United States regards postal cars in the distribution of mail over the wheels?

Mr. HAMILTON. My knowledge of Canadian practice is limited to the report of the Loud Commission, in which a postal official sent to Canada to investigate the matter reported to the Commission that for equivalent service the Canadian railways were paid a higher rate; but as to the use of railway postal cars I do not know. I am aware that the bulk of dead weight in a postal car—

Representative OVERSTREET. As a matter of fact, do you not know that the Canadian government does not have any such system as the United States has in the transportation of mail by railway postal cars?

Mr. HAMILTON. I do not.

Representative OVERSTREET. Then I will drop that, if you do not know. Now, you made the statement about the treatment of the second-class mail, that is the same character of mail, by express and railroad companies, at a lower rate than by the United States in the transportation of its mail.

Mr. HAMILTON. I do not think I mentioned the express companies.

Representative OVERSTREET. Perhaps not the express; but do you want to leave the impression that it is the same character of treatment?

Mr. HAMILTON. Oh, no; I know that the express companies do not distribute to the individual. They do some service for the public which the post-office does not; but the Government renders greater service to the publisher—very much greater than the express companies.

Representative OVERSTREET. What paper is your personal publication.

Mr. HAMILTON. The Iowa Homestead, and four other agricultural publications.

Representative OVERSTREET. What proportion of your papers circulate in the counties of publication?

Mr. HAMILTON. Not more than 1 per cent.

Representative OVERSTREET. Do you think the Government ought to continue to distribute those papers free in the county?

Mr. HAMILTON. Yes, sir.

Representative OVERSTREET. Why?

Mr. HAMILTON. For the reason their prices are adjusted to that, and the expense is so little, and the service to the public is so great, that the Government is justified in doing it.

Representative OVERSTREET. How do you reconcile that opinion, Mr. Hamilton, with your statement a while ago that the Department ought to deal uniformly and justly with all?

Mr. HAMILTON. Well, it gave me a chance to carry my county paper free, and I understand that privilege is open to all.

Representative OVERSTREET. That is your explanation, is it?

Mr. HAMILTON. Well, it may be that this is something of a quibble; but I believe the public policy justifies it.

Representative OVERSTREET. What is the average haul of your paper by the railway mail service? I mean not the railway mail, but the Government service, whether railway mail or steamboat service?

Mr. HAMILTON. Our papers are each local to a limited sphere. It would not average more than 125 miles.

Senator CARTER. Has the development of the rural free delivery tended to increase the circulation of the daily and weekly papers?

Mr. HAMILTON. It has, of the daily papers, enormously; but the weekly papers already filled that field before the rural delivery was established.

The CHAIRMAN. That is all. Mr. Hamilton.

**STATEMENT OF EDWARD M. MORGAN, ASSISTANT POSTMASTER,  
NEW YORK CITY.**

Mr. Edward M. Morgan appeared before the Commission.

The CHAIRMAN. State your full name, Mr. Morgan, to the Commission.

Mr. MORGAN. Edward M. Morgan, assistant postmaster, New York city. I have been assistant postmaster nine years; in the service thirty-three years.

Representative OVERSTREET. Continuously?

Mr. MORGAN. Yes, sir.

Senator CARTER. In what capacities have you served in the postal service from the beginning, at various times?

Mr. MORGAN. I was a letter carrier when first appointed, then was made clerk, chief clerk, superintendent of station, superintendent of delivery, and then assistant postmaster.

Senator CARTER. Your entire service has been confined to the city of New York?

Mr. MORGAN. Yes, sir.

Representative OVERSTREET. You have served continuously for thirty-three years?

Mr. MORGAN. Yes, sir.

The CHAIRMAN. You may proceed, Mr. Morgan.

Mr. MORGAN. The law defining second-class mail matter should permit of a simple classification of periodical publications and a ready determination as to what may be mailed with such publications as supplements, sections, or parts.



Publications issued for the financial benefit of the publishers or proprietors should be subject to a rate of postage sufficient to cover the cost of conveying and delivering them by mail. The service rendered in handling publications published for private gain should be on a cost-paying basis, and the postage rate necessary to raise sufficient revenue for that purpose should be applied to all periodicals which carry advertising.

Periodical publications devoted to movements that are considered a public benefit and not for private gain or financial profit should be admitted to second-class privileges and granted a postage rate not lower than the present pound rate, provided that such publications shall contain no advertising matter except such as relates to the movement or object to which the publication is devoted.

The rate of postage for copies of publications carrying miscellaneous advertising when mailed to actual subscribers should be lower than that charged for free copies mailed as samples, or for advertisers, purchasers, or other interested parties.

If it is deemed advisable to grant the subsidy of a postage rate not commensurate with the cost of handling to publications carrying miscellaneous advertising and conducted as enterprises that are regarded as productive of public benefit, such rate should apply only to copies mailed to actual subscribers. On all free copies mailed as samples or otherwise and all copies sent to others than bona fide subscribers the postage rate should be adequate for the cost of the service rendered.

As a remedy for the confusing and unequal rates of postage now applying to second-class publications deposited for delivery by letter carriers of the post-office at which they are entered, it is suggested that the pound rate determined upon should apply to all publications except daily newspapers and on all copies mailed whether deposited for letter-carrier delivery by the office of mailing or for conveyance to and delivery from other post-offices, or by rural carriers.

That refers more to the fact that when a large number of monthly publications are mailed for delivery in New York City, they are compelled to pay the postage. They are not allowed to go at the pound rate; they pay the 2-cent rate, whereas the same publication is carried all the way and delivered in San Francisco or Seattle at the pound rate.

No good reason is known why all periodical publications of the second class (except dailies) should not be given the same rate for local carrier delivery as weeklies, nor is it apparent that any advantage or benefit results from the requirement that postage be paid by stamps affixed on copies of publications other than weeklies mailed for delivery by letter carriers of the office of entry. The present rates for copies so mailed are inequitable; in some cases the amount paid by stamps at the 1-cent or 2-cents per copy rate is greater than the present pound rate, while in others it is less. Many monthly publications paid by stamps affixed at the rate of 2 cents per copy weigh over two pounds, and on the other hand some weeklies require more postage at the pound rate than monthlies, bimonthlies, and quarterlies of equal weight are required to pay with stamps. A similar inequality exists in the rate for newspapers issued oftener than once a week. The Sunday issues of daily newspapers, copies of which weigh a

pound or more, are mailable at the same rate per copy (1 cent) as the lightest week-day issue.

To facilitate the handling and routing of matter of this class it is recommended that the provisions of section 464, Postal Laws and Regulations, in regard to "making up" separate packages or sacks for post-offices be made obligatory. At present publishers are requested to comply with this rule of the Department and in general the separation is made. There have, however, been instances where they have refused to meet the wishes of the Department in this respect, except so far as was convenient for themselves. The enactment of this provision into a law requiring that all second-class matter must be prepared for mailing in such manner as the Department deems necessary and the right to enforce this requirement would greatly reduce the rehandling necessary at the mailing office and in transit.

It is also recommended that provision be made for the benefit of publishers who convey their publications direct to trains, to the end that the vehicles carrying second-class matter that has been weighed at the office of publication under the supervision of an employee of the Postal Service be recognized as mail wagons and given the same right of way which those of the regular mail contractors receive. The conveyance by publishers of what is actually mail matter relieves the post-office of reloading it on regulation mail wagons, and if publishers are willing to perform this service their wagons should not be subject to detentions at ferries or other points which endanger the connection with mail trains. These wagons should, while actually conveying matter that has been accepted and despatched as mail be permitted to carry a "U. S. Mail" sign.

Mr. GLASGOW. I should like to ask a question of Mr. Morgan, if I may be permitted.

The CHAIRMAN. Proceed.

Mr. GLASGOW. Mr. Morgan, perhaps I did not hear very well, but I thought your statement was that periodicals published as a business and for financial profit should be required to pay the cost of transmission. Is that your statement?

Mr. MORGAN. Where it depends on advertising.

Mr. GLASGOW. Where it has advertisements in it?

Mr. MORGAN. Yes; to a large extent.

Mr. GLASGOW. One difficulty I have had is this—how would you enforce a provision of that kind, any more than the present statute on the subject of publications, where they are primarily for advertising?

Mr. MORGAN. I can not answer that question. I do not know why it should not be enforced. That is the whole difficulty that the Post-Office Department and the postmasters suffer from, to define what is a publication designed primarily for advertising.

Mr. GLASGOW. Exactly; and you would have the same difficulty in ascertaining—

Mr. MORGAN. If there was a statute, and it was defined in the law exactly what was a periodical designed primarily for advertising, it would not be as hard then for a postmaster to decide.

Mr. GLASGOW. Suppose that were arranged or fixed by a departmental ruling, approved by the court, would not that be just as satisfactory?

Mr. MORGAN. I should say it would. For instance, it could be provided that a publication should only have so many pages of advertising, as compared to its actual reading matter. It would be very easy then for a postmaster to decide that magazines coming in with 185 pages of advertising and 17 pages of reading matter would come within that prohibition.

Mr. GLASGOW. Exactly. Where the statute at present provides that a publication primarily designed for the purpose of advertising shall not be admitted to the mails as second-class matter, if the Department were to construe that provision under the guidance of the court, as to what "primarily for advertising" meant, that would be just as satisfactory as any other.

Mr. MORGAN. Undoubtedly, as far as I am concerned.

Mr. GLASGOW. As far as handling the matter in the local offices is concerned, you would not have any more difficulty than you would under a statutory enactment.

Mr. MORGAN. Not a bit.

Mr. GLASGOW. And if the statute said that a magazine primarily for financial profit should not be admitted, you would have to have the guidance of the Post-Office Department as to what that meant, just as in the other case, would you not?

Mr. MORGAN. Undoubtedly.

The SECRETARY. The other committeeman of the National Agricultural Press League will now present his paper.

**STATEMENT OF HERBERT MYRICK, REPRESENTING THE NATIONAL AGRICULTURAL PRESS LEAGUE.**

The CHAIRMAN. State your full name, please.

Mr. MYRICK. Herbert Myrick.

The CHAIRMAN. Whom do you represent?

Mr. MYRICK. I am the president of the Orange Judd Company and editor of the American Agriculturist. I am also the president of the Phelps Publishing Company, editor of the magazine Farm and Home, and director of the magazine Good Housekeeping. And, by the way, in that connection, I would like to file copies of these papers with my remarks as an antidote for some of the cheap and fake literature which I understand was introduced here yesterday. We do not want this Commission to think that some of these Cheap John papers and mail-order sheets and patent-medicine venders are samples of the second-class matter of this country. They are the excrescences and not the principal thing. I have here the American Agriculturist, the New England Homestead, Good Housekeeping, and the Farm and Home.

First. I speak in behalf of the one million families and five million people on the farms and in the homes reached by the periodicals under my own management. An overwhelming majority of this vast constituency holds the views which are here set forth. (See Note A.)

Second. I appear for the agricultural press in particular, and for the periodical press in general.

Third. It must be understood at the outset that there is no conflict between these dual capacities in which I address your honorable body. The interests of producers and consumers are one, in all that pertains

to legitimate literature which circulates as mail matter of the second class. The producers' object is to give the utmost possible value to the reader for the least possible price; the consumers' object is to get the most and best at least cost.

Competition long since deprived publishers of any chance to impose high prices upon consumers. (See Note B.) No other business is conducted upon so close a margin of profit. (See Note C.) In no industry is the ratio of failure so large as in periodical publishing. Everything possible is done for the subscriber. Every advantage of cheap transportation and distribution go to the subscriber. (See Note D.)

#### A TAX ON LITERATURE.

To advance the postage rate is, therefore, to tax the reader, not the publisher. Let there be no misunderstanding upon this point. It must be emphasized at each stage of the discussion, because the present agitation is largely based upon the theory that publishers alone pocket all the advantage of the cent-a-pound rate.

To illustrate: Here is the average weight, postage, and subscription price of a year's issues of the periodicals under my direction:

Good Housekeeping, monthly—weight for twelve months, 11 pounds; postage, 11 cents; subscription price, \$1 a year.

American Agriculturist, weekly—for twelve months, 10 pounds; postage 10 cents; subscription price, \$1 a year.

Farm and Home, semimonthly—for twelve months, 5 pounds; postage, 5 cents; subscription price, 50 cents a year.

In each instance, the postage is included in the subscription price. The postage averages 10 per cent of the subscription. It is a much larger proportion of the net subscription receipts. Now, to increase the postage fourfold, or eightfold, would impose an added tax upon the reader of from 30 to 70 cents for each yearly subscription to such dollar periodicals. (See Note E.)

The 4-cent rate would force us to add 30 cents to the price of each dollar subscription. The reader would then have to pay \$1.30 for that which he now gets for an even dollar.

The 8-cent rate would add 70 cents to each dollar subscription. Then the reader would be taxed \$1.70 for that which he now gets for an even dollar.

#### THIS TAX ON LITERATURE COMPARED TO TARIFF DUTIES AND INTERNAL-REVENUE TAXES. (See Note F.)

This proposition to impose a tax on literature of not less than 30 per cent, and from that up to 75 per cent, is almost as serious a matter as the tariff question, when viewed from the financial standpoint alone.

The claimed production of newspapers and periodicals during 1905 amounted to 120 copies for each man, woman, and child in the United States. Of this number, 81 copies were the more or less ephemeral dailies, 23 were weeklies, and 12 were monthlies. Thus, it may be said that the annual production of newspapers and periodicals equals, for the average American family, 1 daily, 2 weeklies, and 5 monthlies.

These publications represent a cost to each family for the year of, say, \$5 for the daily, \$2 for the weeklies, and \$5 for the monthlies, a total of \$12. The proposed postage tax of from 30 to 75 per cent would therefore impose a tax on each family of from \$3 to \$9 a year.

Now, the entire duties collected on imports into the United States during the fiscal year ended June 30, 1905, were equal to about \$15 for the average family of five members. To impose a tax of \$9 a year upon the periodicals going to such a family is to compel it to pay almost two-thirds as much for the tax on its literature as the taxes on imports amount to.

The receipts collected from the internal-revenue tax upon tobacco equal about \$2.50 per family. The proposed minimum tax on literature is therefore higher than the present tax on tobacco.

The internal-revenue tax on distilled and fermented spirits represents an average of \$9.50 for each family of five. The maximum tax proposed upon periodical literature is just about identical with the tax on liquors.

What can be said of a policy that would tax literature at the same rate that tobacco or whisky is taxed? The human mind rebels at the very thought. What a theme for the eloquence of the patriot, the economist, the scientist, and the moralist.

#### AD VALOREM TAXES ON LITERATURE AND IMPORTED MERCHANDISE.

To put the case still more strongly, let us compare the ad valorem rates of these taxes.

Allowing for variations in weight, it is conservative to say that to raise the postage from 1 to 4 cents per pound, would impose a tax upon the subscriber to periodical literature of from 25 to 35 per cent ad valorem. Yet the total of all duties collected upon imports into the United States last year was only 23 per cent upon the aggregate value of all imports. Thus, the minimum proposition is to tax all periodical literature 25 to 35 per cent ad valorem, compared to 23 per cent ad valorem upon all imports.

To impose 8-cent-per-pound postage would tax periodical literature 50 to 75 per cent ad valorem. Yet the average rate of duty upon all dutiable imports is only 44 per cent ad valorem—much less than the proposed tax on literature.

Without reference to the pros and cons of "protection versus free trade," what citizen will submit to a higher rate of taxation upon periodical literature than upon dutiable imports, or even a higher tax on literature than the ad valorem rate upon all imports of merchandise?

#### FREE TRADE IN KNOWLEDGE.

How great the progress of the world since learning was free of tax. The problem of taxation is complex, the morality or immorality may well be questioned of the different forms of raising revenue, but all will agree that free trade in knowledge is a common right inherent to the humblest individual. Where is the man who, in this twentieth century, will advocate a tax on literature? What argument can support such a tax?

The American people have been deeply agitated over the question

of decreasing or increasing by a relatively small proportion the rate of duties on imports. Yet such duties, even if paid by the consumer instead of by the exporter, are still an indirect tax. But the proposed tax on periodical literature is a direct tax from which there can be no escape.

#### A TAX IN RESTRAINT OF DOMESTIC TRADE.

Pursuing this subject from the financial view-point alone, it is of course apparent that the proposed tax on literature would greatly curtail the consumption of periodicals. People would simply quit reading so many periodicals rather than pay the additional tax.

Such curtailment of circulation would vastly reduce the volume of business done by the post-office. That, however, would be a small matter compared to the cutting off of trade and discouragement to industry caused by the curtailment of advertising, which would be an accompaniment of restricted periodical circulation.

Such a result would seriously interfere with, prejudice, and limit the marvelous work now done by the Post-Office Department in promoting interchange of commodities among our own people here at home.

#### THE POST-OFFICE DEPARTMENT NOW ACCOMPLISHES FOR DOMESTIC TRADE INFINITELY MORE THAN IS DONE FOR FOREIGN TRADE.

This is done by the combined efforts and outlay of all other Departments of the Government. This astounding statement can be substantiated in a few words, though the facts in detail would fill a volume. National pride is gratified by the exhibit that during the twelve months ended August 30, 1906, the total foreign trade of the United States (imports and exports together) aggregated \$3,000,000,000 in value. (See Note G.) Yet the consensus of expert opinion is that our domestic trade within our own borders averages to be nine times greater than our foreign trade. How conservative is this estimate is emphasized by the fact that it would make the total value of everything bought and sold by the average individual only something over \$350 a year.

Now the post-office is the essential medium through which is conducted most of the innumerable transactions of both home and foreign trade. The telegraph and the telephone play an important part, but important communications by such agencies are confirmed by letter.

Yet the Post-Office Department, in spite of all the inefficiencies and abuses imposed upon it, is practically self-sustaining. Even at present rates the post-office would show an enormous surplus revenue if Government free matter were paid for.

Indeed, the net cost of the post-office taxpayers for the five years, 1901-1905, inclusive, averaged less than \$7,000,000 annually. But the other expenditures for National Government were nearly \$700,000,000 yearly. For each dollar of postal net expense Uncle Sam spent \$99 for other purposes. The postal deficit therefore constituted only 1 per cent of the Federal expenditure. A single battle ship costs more than the average postal deficit. Thus the total

indirect tax imposed by reason of this alleged deficit averages less than 10 cents per capita, to rectify which it is proposed to tax the people at least 60 cents per capita. Remember, too, that this postal deficit is apparent, not real, and that it would not have existed at all but for the abuse of the franking privilege.

#### GOVERNMENT THE WORST OFFENDER.

The letters, printed matter, and merchandise carried in the mails post free for the various Departments of the Government represent a loss in postal revenue probably exceeding \$25,000,000 a year. (See Note I.) Congress has just enacted a measure to restrict abuses of the franking privilege. The exposures by the Keep Commission on public printing are leading to some slight reform in that respect.

Granting the largest success of these reforms, it is still safe to say that, for the fiscal year 1907, the Post-Office Department will be asked to carry post-free matter vastly exceeding in postage value the entire deficit for the past year. In a word, if the post-office were credited with the work it has been doing post free for the Government, such credits would probably equal twice the amount of the postal deficit of late years. And, even with the reforms just alluded to, the work done free by the post-office for other Departments of the Government will exceed the largest estimate of deficit.

#### UNJUST COMPETITION BY GOVERNMENT WITH PRIVATE PUBLISHERS.

But this abuse of the mails by the Government itself is by no means the worst feature of the case. The Government, with all its boundless resources furnished by taxpayers, has entered into direct competition with these taxpayers in the most unfair and unjust way imaginable.

For instance, the Treasury Department now issues a daily paper devoted to consular reports and editorials in support of the administration's policy. This paper obtains and publishes exclusive information, which is not even furnished for simultaneous publication in the associated daily press or trade press. This daily has not even a nominal subscription price; it is given away absolutely free. Here is a daily which in one sense does not have to pay for its material, its manufacture, or its distribution, and yet is given away in competition with the daily and trade press, who have to pay for the material they print, pay for its manufacture, pay postage or other cost of distribution, and therefore have to sell their paper in competition with the Government's gift daily.

The agricultural press is subjected to a far more keen and unfair competition of Government free matter. The public documents, bulletins, and reports, not only given away outright but circulated post free by the Agricultural Department in some instances, constitute an arrant discrimination against private publishers of agricultural literature.

Yet, with patriotic generosity, the agricultural press has thus far submitted without a protest to this injustice. Indeed, it is really because the agricultural papers have noticed or reviewed some of these public documents that the Government has been able to even give them away. And at the present time the agricultural press views

with favor the publication by the Government of the scientific details of original research that may prove of practical or theoretical interest and benefit.

But we do most earnestly protest against the increasing practice by the Government of issuing periodicals or pamphlets on popular subjects, containing little or no original data, and giving the same post free in competition with private publishers. In this matter the agricultural press has a profound grievance, here voiced for the first time.

Original research by the Department of Agriculture and by the various State agricultural experiment stations under its direction is well and good. It was made possible by the championship of these institutions on the part of the agricultural press. But there is no excuse whatever for Government free issuance of post-free pamphlets, monthly or at irregular intervals, devoted to mere compilation of popular knowledge.

If the Government is to continue in this line of work its publications should never be given away. They should be sold at a price that will pay for the brain work and manual work and the materials employed in their manufacture, with postage added. Every citizen who desires a public document should be entitled to have same on payment of such cost price, including postage. And if the distribution of public documents were conducted on this principle their editions would "grow smaller by degrees and beautifully less." (See note J.)

This is the method in England and it ought to be adopted in America. If the Government is to give away public documents, then they should be given free to every applicant instead of to only a limited favored few as at present. Therefore the only fair plan to the consumer, as well as to the immense printing and publishing industry that has to compete with the Government, besides paying the taxes that support the Government, is to sell these public documents to any and all applicants who remit the price, which should cover cost of preparation, manufacture, and distribution. Even on this basis private publishers of agricultural literature, for instance, both books and periodicals, will be at a grave disadvantage compared to the Government, but the agricultural press would be perfectly willing to meet the Government's competition under such circumstances. How small is the actual demand from the people for public documents is shown by the infinitesimal number that are now sold even at nominal prices and post free. (See note K.)

#### THE NOMINAL-PRICE ABUSE.

The Post-Office Department for some years has had much to say about the issuance by private publishers of periodicals at what it calls "a nominal price."

Yet, here again the Government itself is the worst offender, for its books and periodicals do not have even "a nominal price." Until within a few years they have in every case been given away outright. This practice still prevails to a large extent, and the Government's gift literature also circulates post free.

The private publisher is obliged to pay 1 cent a pound, and to get more than a nominal subscription price; but not so Uncle Sam. The



publisher must go to great expense to obtain subscribers in order to give them the pound rate; but the Government is at no such expense.

Furthermore, the post-office has taken a critical attitude toward such newspapers and periodicals as go to subscribers who have not paid their subscriptions cash in advance. It is not my province to discuss this topic in detail, but in passing I would point out that here again Government itself is the worst offender. The National Government will not pay for a private periodical in advance, but only at the close of the year, after the goods have been delivered; even then it requires bills in triplicate, and keeps the publisher out of his money thirty or sixty days longer, because of the red tape of Government payments.

#### A TAX ON AMERICAN ENTERPRISE.

The most often avowed object of increasing the rate on second-class matter is to impose a tax on advertisers; that is, to make advertisers "pay the freight." This theory overlooks the stern fact that any increase in cost of production inevitably falls upon the consumer, be it of periodicals, manufactures, or coal or grain. It is an economic fallacy to assume that a higher rate of postage will be borne by the publisher and the advertiser. The publisher will pay it directly, to his great inconvenience, but he will collect it from the consumer. Why? Because he must do this or go into bankruptcy. Two pints make 1 quart—you can not get more out of a measure than you put in.

The genius of our American business men has perfected a system of delivering manufactures from producer direct to consumer, that is the marvel of the modern world, because of its cheapness, efficiency, and universality. And this in spite of the way in which distribution is still hampered by post-office inefficiency and the faults of other methods of transportation. To impose a higher rate of postage on periodicals, therefore, amounts to an indirect tax in restraint of domestic trade.

No greater economic evil could befall this country than to thus impose additional and unnecessary taxes upon internal trade. Free trade within our own borders should not be limited, restrained, or attacked. On the contrary, it should be encouraged in every legitimate way. Such encouragement is now being afforded, thanks to the wisdom of Congress, as expressed in the laws pertaining to freight rates and pure foods. To add the proposed indirect tax upon advertisers is therefore to go contrary to the entire past and present policy of this nation.

#### A STRANGE MISCONCEPTION.

There has come to be a sentiment among a certain type of so-called statesmen that the post-office must pay its way, while countless treasure may be expended upon other Departments of the Government; the post-office must be sternly restricted within self-supporting barriers, but no limit is placed upon the activities or expenditures of other Departments.

This is one of the strangest misconceptions in American Government. No good citizen will criticise a reasonable outlay of money for any of the other Departments of the Government, nor would any citizen too strictly limit their field of endeavor. Yet, at best, these other Departments but indirectly affect the citizen, in some cases so remotely that he can hardly imagine, much less recognize, the benefit

derived therefrom. The postal service, on the contrary, comes into direct and daily contact with every man, woman, and child in a thousand different ways. Let us therefore magnify and build up the constructive-civilizing functions of the Post-Office.

The most directly useful Department of the Government, save only that of Justice, is the Post-Office. Its possibilities of convenience and profit to our people at home and in their foreign relations are by no means fully realized. Not only that, but the usefulness of the Post-Office is hampered by antiquated methods and moss-covered laws. In numberless ways tradition and rule prevent even the present energetic and broad-minded Postmaster-General from perfecting the comprehensive reforms which he realizes are essential to an ideal administration of the people's department of communication.

There is not even postal currency for remitting by mail fractional parts of a dollar or larger fractional sums. Japan facilitates its people with a fractional postal currency for use in the mails, but America forces its people to remit small sums by mail in the form of postage stamps, to the inconvenience of sender and receiver and to the great detriment of the postal service. The cumbersome postal note is so inconvenient as to give the express companies a large share of the business of transmitting small sums.

The post-office buildings at great centers are miserably inadequate. The structure in this mighty metropolis, for instance, would disgrace an ordinary department store. And in Chicago, where a new post-office building was recently completed after ten years' work, it proves to be too small, so poorly arranged as to require sidewalks, elevators, or carriers, and is utterly incapable of handling its enormous volume of traffic with largest economy and dispatch.

#### UNDERLYING PRINCIPLES.

The foregoing details and many others that will be presented in great minutia before this Commission are each and all important. But ignore every one of them, if you please. Let our case stand simply on the underlying principle of a free press. Go further; grant that the press is abused alike by private individual and by Government official. Nay, more; admit, if you please, the most extreme criticisms that can be brought against a free press. Grant the truth of every charge against the press—for the sake of argument acquiesce in every criticism against it—and yet a free people will almost unanimously vote for a free press, unshackled, uncensored, uncontrolled, save by public opinion, and by the adjudication of the courts.

No censorship of the American press will be submitted to by the American people. No matter how benevolent may be the motive of such censorship its abuse would inevitably result in more harm than its use could result in good. No inquisition of the press, no "star chamber" proceedings to deprive the press of its rights.

Who can measure the educational, social, economic, and political usefulness of a free press? What other power can be depended upon to so efficiently promote the interests, advance the welfare, and further the civilization of a mighty people? What an inspiration here for glowing periods! How illimitable the array of facts and arguments in behalf of a free periodical press as the medium through which the heterogeneous elements of our constantly increasing popu-

lation are transformed into one homogeneous people, animated by a common patriotism, governed by a like morality, inspired by a universal hope for larger and better influences here and hereafter!

#### FREE TRADE IN KNOWLEDGE.

How great the progress of the world since learning was made free of tax! The problem of taxation is complex, the morality or immorality may well be questioned of the different forms of raising revenue, but all will agree that free trade in knowledge is a common right inherent to the humblest individual. Where is the man who, in this twentieth century, will advocate a tax on literature? What argument can support such a tax?

#### THE DIFFUSION OF KNOWLEDGE.

Wisdom is knowledge and the capacity to use it. The development of such wisdom in each individual is the highest function of society. The diffusion of such knowledge is the basis of personal, corporate, State and national evolution. Far above all other agencies a free periodical press is the universal diffuser of knowledge.

And wisdom is promulgated by the press through so-called advertisements as well as through editorial, technical, and literary articles or illustrations.

Effective advertising is the keynote to effective progress. The full significance of this profound truth will be more fully appreciated in the future than at present. Advertising is based on the science of mind. This is relatively one of the newest of the sciences. The rapid evolution of this science of mind is the primary cause for the present marvelous era of intellectual, industrial, political, social, and moral expansion and readjustment now going on throughout the civilized world.

How to reach the mind; how to attract attention to the progress of science, invention, art, and ethics; how to transmute thought into action—that is, how to get people to thinking about a thing and then to do it or buy it—such are some of the problems of advertising.

Science is the knowing; art is the doing. The science of advertising is in its infancy; its progress will keep pace with the evolution of the science of mind. The art of advertising is likewise to witness a great development in spite of its present and rapid progress.

Advertising may be direct or indirect, subtle or bold, artistic or inartistic, real or ideal, natural or spiritual. The extent to which principles and purposes are advertised, as well as methods and merchandise, largely govern human development. Publicity is the keynote of democracy, the corner stone of the Republic.

#### THE FUNDAMENTAL SIGNIFICANCE OF THIS INQUIRY.

The action of Congress in appointing this Commission has a far deeper meaning than appears in the resolution creating it. The fundamental significance of the work of this honorable body lies in this fact: that to do its work thoroughly and well, the Commission must investigate into and deliberate upon not only the relatively minor details of second-class postage, but also upon other more flagrant abuses, inequalities and inefficiencies of the postal service. Still more, this body should weigh well those larger and broader functions of society which the post-office must serve. At the very basis of these functions

lies a free press. And to promote the opportunity and usefulness of the press, to enhance its influence for popular and national welfare, should ever be the animating purpose of this Commission.

Working along these lines, the ultimate result of this inquiry will be such broadened conception of postal problems as to lead the public to demand and Congress to provide facilities for intercommunication commensurate with the most rapid development of the mightiest nation on earth in this golden age of civilization now right at hand.

NOTE A.—*New York periodicals.*

Periodical.	Circulation.	Readers.	Advertisers.
Farm and Home (semimonthly) .....	435,000	2,500,000	917
American Agriculturist (weekly) .....	235,000	1,250,000	2,738
Good Housekeeping (monthly) .....	225,000	1,250,000	677
Total .....		5,000,000	3,332

Probably not 2 per cent duplication in these lists.

NOTE B.—Competition is probably more terrific in the publishing industry than in any other. By its very nature, the industry is open to one and all. The man without capital, brains, or ability, who employs scissors and paste pot, uses the cheapest paper and prints nasty advertisements, competes for the business of concerns having many thousands or millions invested, the prestige of age and principle. Free trade and the free play of unrestrained competition prevail among publishers. The fake mail-order sheet, teeming with patent medicine announcements and other quack advertisements, enjoys the same second-class rate of postage that is paid by a magazine of the highest character and influence. The daily paper whose reading columns and advertisements pander to the lowest instincts, has equal rights with the daily conducted upon a moral plan.

To show the growth of competition, let us make comparisons derived from the census returns of 1905 and 1900.

Number of printing and publishing establishments increased 4,115 in the last five years, or 18 per cent. In 1905 there was 1 newspaper or periodical for each 3,960 people, compared to 4,200 in 1900. Total value of product, book, job, and publications, increased 43 per cent. Circulation of dailies increased 20 per cent and monthlies 60 per cent, but weeklies declined 10 per cent. The number of different publications increased: Dailies 10 per cent, weeklies 16 per cent, monthlies 37 per cent. During this period population increased about 10 per cent.

NOTE C.—*Small profits.*—The few brilliant successes obscure the fact that probably 95 per cent of the money and people engaged in newspaper and periodical publishing, aside from printing trade workers, receive an average wage probably less than that in any other industry of like proportions and requiring like abilities. The Federal Census of 1905 for the printing industry—book, job, and publications—shows these averages for each establishment:

Capital .....	\$14,531	Miscellaneous expense .....	\$3,877
Employees .....	9	Material used .....	4,672
Wages and salaries .....	\$6,493	Value of product .....	18,772

"Value of products" is at least 10 per cent above the net price actually received for same. The net receipts per establishment therefore shrink to \$16,900. Pay rolls, material, and sundry expenses aggregate \$15,000, leaving an apparent gross profit of \$1,900 upon a capital of \$14,500. From this must be met all bad debts, depreciations, renewals, reserve for contingencies, etc. Then if there remains \$900 actual net profit, it is sufficient to yield 6 per cent on the average capital actually invested. And this for a period of rampant prosperity. My judgment is that, year in and year out, the total capital in the American printing industry does not actually net better than an average of 5 per cent annually. If extra profits are made in any line, competition instantly sets in, and reduces that specialty to the general level.

NOTE D.—*Advantage all to subscriber.*—For instance, the American Agriculturist as a monthly so late as 1892 furnished its subscribers about 776 pages and 500 pictures for the year's subscription of \$1. Now, as a weekly, the year's

numbers aggregate some 1,700 pages and 1,200 illustrations, yet the subscription price remains the same as when it was a monthly—\$1 a year. In a word, the subscriber receives more than twice as much for a dollar now as formerly, and this although the postage rate is exactly the same now as then.

NOTE F.—*Production of newspapers and periodicals.*—I have computed the following interesting exhibit from the Federal Census of 1905. The figures of total circulation are the aggregate claimed for a full year by publishers in their returns to the Census Bureau. These figures are inflated, except in relatively few instances. The census makes no attempt to discriminate between the different kinds or qualities of publications. For instance, under monthlies is included those whose subscription price is 10 cents per year, and from that up to \$5 a year. The population is that estimated by the United States Treasury Department.

[Population July 1, 1905, 83,269,000.]

	Total circulation.	Per family of 5.	Per capita.
Dailies .....	6,742,604,033	405	81.0
Semiweeklies .....	305,496,256	15	3.0
Weeklies .....	1,900,563,044	105	23.0
Monthlies .....	1,005,880,576	60	12.0
Quarterlies .....	38,838,506	2	.4
All other classes .....	61,666,520	3	.7
Total .....	10,055,048,937	600	120.1

#### HOW PERIODICALS CREATE POST-OFFICE BUSINESS.

[Farm and Home, Springfield, Mass., and Chicago; 50 cents a year, semi-monthly; 425,000 circulation.]

#### THE PUBLISHERS' PATRONAGE.

In one contest that specially interested its readers this paper received 74,685 postal cards. In other instances it receives 2,500 to 25,000 letters in answer to some one literary competition or similar feature.

It estimates that the postage paid upon first-class mail addressed to itself by its readers in sending in their subscriptions, answers, advertisement, and other communications aggregates at least \$12,000 a year, probably more.

Add the \$18,426.57 which Farm and Home paid out last year upon first, third, and fourth class matter and we have quite \$30,000 high-rate postage paid on mail received and dispatched by this periodical alone. About 80 per cent was for first-class mail. Compare this to the \$15,840.01 paid on second class.

Each dollar paid at the cent-a-pound rate employed \$2 at the higher rates.

#### HOW ADVERTISERS CREATE POSTAGE.

One advertiser in Farm and Home received 8,764 letters of inquiry; postage on same \$175.28. He followed them up with letters and printed matter that cost \$538.92 for postage. He traced 2,348 sales, aggregating \$7,381.45, and upon such of this merchandise as went by mail he paid in postage \$631.74. Here is total postage of \$1,346.94 created by one advertiser in this one medium. He estimates that at least 10 or 20 per cent more postage will be used by later business coming in from this medium.

Some large advertisers in this paper create much more postage consumption, others vastly less.

How enormous must be consumption of postage stamps in their dealings with each other by the millions of readers and thousands of advertisers in the course of a year!

Periodical.	Circulation.	Readers.	Advertisers.
Farm and Home (semi-monthly) .....	435,000	2,500,000	917
American Agriculturists (weekly) .....	235,000	1,250,000	2,738
Good Housekeeping (monthly) .....	225,000	1,250,000	677
Total .....		5,000,000	3,332

Probably not 2 per cent duplication in these lists.

The CHAIRMAN. The secretary will state to the Commission the programme for to-morrow.

The SECRETARY. The programme for to-morrow will begin with the Sunday-school Editorial Association committee, Rev. A. J. Rowland, Rev. George P. Mains, and Mr. R. E. Magill; following which will be the National Federation of Trade Press Associations, the committee of which is composed of Mr. David Williams, Mr. James H. McGraw, Mr. A. H. Lockwood, and Mr. W. L. Terhune.

The Association of National Live-stock Journals will be third in order, and will be followed by the National Fraternal Press Association, of which Mr. F. O. Van Calder, Mr. C. C. Higginbotham, and Hon. John C. Lentz are the committee.

That will be followed by the Kansas Editorial Association, of which Mr. W. E. Blackburn is president and committeeman.

The CHAIRMAN. Can the secretary give the Commission any idea as to how many more days will be occupied in this hearing?

The SECRETARY. The programme, as already prepared, Mr. Chairman, provides only for hearings, after to-morrow, on Thursday and Friday. That will complete the hearing of everybody who has made application for a hearing, and who has complied with the requirements set by the Commission itself.

It is possible also, I should add, Mr. Chairman, that the session might be concluded somewhat earlier than the close of Friday afternoon, by reason of the fact that some of the committees will not appear by more than one representative; in which case I should think it advisable for everybody intending to appear to be in attendance both Wednesday and Thursday, in advance of Friday's assignment.

The CHAIRMAN. The Commission will stand adjourned until 10 o'clock to-morrow morning.

The Commission, at 5.25 o'clock p. m., adjourned until Wednesday, October 3, 1906, at 10 o'clock a. m.

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*NEW YORK, Wednesday, October 3, 1906.*

The Commission met at 10 o'clock a. m.

Present: The vice-chairman; also Senator Carter, Representative Moon, and the secretary.

The VICE-CHAIRMAN. Mr. Secretary, who is the first person on the programme this morning?

The SECRETARY. Mr. Chairman, the first association to be heard this morning is the Sunday School Editorial Association, the committee of which consists of Rev. A. J. Rowland, Philadelphia, Pa.; Rev. George P. Mains, New York City, and R. E. Magill, Richmond, Va. I think the committee is in attendance.

The VICE-CHAIRMAN. Will one member of the committee come forward?

**STATEMENT OF REV. A. J. ROWLAND, SECRETARY SUNDAY  
SCHOOL EDITORIAL ASSOCIATION.**

The VICE-CHAIRMAN. Will you please state your name?

Mr. ROWLAND. My name is A. J. Rowland.

The VICE-CHAIRMAN. And you speak for what organization or association?

Mr. ROWLAND. I speak for the religious publishing houses, an editorial association called the Sunday School Editorial Association. It represents religious publishing houses publishing Sunday-school papers and periodicals.

The VICE-CHAIRMAN. Who are the other members of the committee associated with you?

Mr. ROWLAND. Dr. Mains and Mr. Magill.

The VICE-CHAIRMAN. Are you the representative of the committee, or do the other members desire to be heard?

Mr. ROWLAND. I am the chairman of the committee. I have not had any conference with the other members on the subject and can not tell whether they desire to be heard or not.

The VICE-CHAIRMAN. You may proceed, and then they may be heard if they desire.

Mr. ROWLAND. We have a brief statement of the reasons why we desire the second-class rate of postage continued for our papers and periodicals. I should like to elaborate on these points. The first point is this:

These publications are an education, of course, of the highest rank. They deal not only with morals and religion, but tend directly to the promotion of good citizenship, being especially valuable because they touch and elevate all classes of the community in all parts of the land, in their formative years. Legislation which would in any way cripple this force would be a national calamity.

Senator CARTER. Have you the names of the publications represented?

Mr. ROWLAND. I have not all the names of the publications, but I have the names of the publishing houses. The following boards of publications and publishing houses engaged in issuing periodicals for use in Sunday school work are represented in the Sunday School Editorial Association:

American Baptist Publication Society, Philadelphia, Pa.	Reformed Church Publishing House, Philadelphia, Pa.
Methodist Episcopal Book Concern, New York, N. Y.	Methodist Protestant Publishing House, Pittsburg, Pa.
Western Methodist Episcopal Book Concern, Cincinnati, Ohio.	Sunday School Times, Philadelphia, Pa.
Methodist Episcopal Church South, Nashville, Tenn.	Evangelical Publishing House, Cleve- land, Ohio.
Presbyterian Board of Publication, Philadelphia, Pa.	Free Methodist Publishing House, Chicago, Ill.
Presbyterian Committee of Publica- tion, Richmond, Va.	Universalist Publishing House, Bos- ton, Mass.
Baptist Sunday School Board, Nash- ville, Tenn.	Brethren Publishing House, Elgin, Ill.
Bible Study Union, Boston, Mass.	Friends Publishing Association, Plain- field, Ind.
Disciple Publishing Companies, Cin- cinnati and Chicago.	D. C. Cook Co., Elgin, Ill.
Congregational Publishing Society, Boston, Mass.	Wilde & Co., Boston, Mass.
American Sunday School Union, Phila- delphia, Pa.	Harris Jones & Co., Providence, R. I.
United Presbyterian Publishing Com- pany, Pittsburg, Pa.	Robert Harding & Co., Richmond, Va.
United Brethren Publishing Board, Dayton, Ohio.	Tuller Meredith Co., New York, N. Y.
	George W. Jacobs, Philadelphia, Pa.

I should also like to submit here a table of information concerning the publication of Sunday school periodicals, showing the denomination owning or directing the publication, the capital invested in publishing work, total membership, total Sunday school enrollment, number of single copies of Sunday school papers published annually, the weight of publications mailed at second-class rates, the enrollment in schools receiving help from the publishing board, and the annual appropriation of the publishing board for benevolent work.

The VICE-CHAIRMAN. Your statement will be incorporated in the record.

Mr. ROWLAND. It is as follows:

Denomination owning or directing publication of Sunday-school periodicals.	Capital invested in publishing work (including plants, real estate, accounts and merchandise).	Total membership of your church.	Total Sunday-school enrollment.
Baptist Church, Philadelphia.....	\$1,242,256	4,709,311	2,299,771
Baptists of the South, Nashville.....	156,913	1,899,427	844,040
Methodist Episcopal Church, New York branch.....	2,104,712	3,064,735	3,150,520
Methodist Episcopal Church, Western branch.....	1,618,555	2,907,446	2,870,974
Southern Methodist Church, Nashville.....	1,004,159	1,626,198	1,120,403
Methodist Protestant, Pittsburg, Pa.....	300,000	187,500	145,212
Free Methodist Church of North America, Chicago.....	50,000	31,753	45,729
Presbyterian Church of the United States of America, Philadelphia.....	1,213,134	1,158,662	1,098,521
Southern Presbyterian Church, Richmond, Va.....	125,000	252,882	191,482
United Presbyterian, Pittsburg.....	285,000	145,535	131,014
Cumberland Presbyterian Church.....	200,000	180,000	115,000
Reformed (Dutch) Church, New York.....	30,000	120,000	121,000
Reformed Church in United States, Philadelphia.....	70,000	257,149	222,360
Episcopal Church, New York.....		823,066	453,610
Congregational Church, Boston.....	150,000	684,322	668,736
Disciples of Christ, Cincinnati, Ohio.....	329,617	241,018	263,425
Joint Synod, Evangelical Lutheran.....		105,000	40,000
German Methodist, Cincinnati, Ohio.....		63,977	54,818
German Baptist of Quaker Brethren, Elgin, Ill.....	125,000	100,000	70,000
Evangelical Association, Cleveland, Ohio.....	316,000	125,973	179,221
United Brethren, Dayton, Ohio.....	375,000	260,000	325,000
Colored Baptist Church, Nashville.....	225,000	2,250,000	957,489
African Methodist, Nashville.....	50,000	1,000,000	1,500,000
African Methodist Episcopal Zion Church, Charlotte, N. C.....	142,743	724,631	264,430
American Sunday-School Union, Philadelphia.....			
Harris, Jones & Co., Providence, R. I.....	190,000		
Sunday-School Times.....			
W. A. Wilde & Co., Boston.....	75,000	Independent publishers.	
D. C. Cook & Co., Chicago.....		do	
World Sunday-School Evangelical, Cleveland, Ohio.....		do	
<b>Total</b> .....	<b>10,558,089</b>	<b>24,215,600</b>	<b>18,051,228</b>

Denomination owning or directing publication of Sunday-school periodicals.	Number of Sunday-school papers published annually (single copies).	Weight of publications mailed at second-class rate of 1 cent per pound.	Enrollment in school receiving help from your publishing board.	Annual appropriation of publishing board for benevolent work.
Baptist Church, Philadelphia.....	48,091,580	<i>Pounds.</i> 1,167,813	No record.	\$15,185
Baptists of South, Nashville.....		a 378,589	do	
Methodist Episcopal, New York branch.....	20,801,300	b 118,643		
		1,738,834	41,870	Large part of profits
Methodist Episcopal Church, western branch.....	35,771,889	4,739,780	No record.	\$80,349
Southern Methodist Church, Nashville.....	29,585,969	827,929	do	No report.
Methodist Protestant, Pittsburg, Pa.....	8 publications.	52,400	1,000	Do.
Free Methodist Church of North America, Chicago.....	3,275,000	83,481	No record.	Do.

<sup>a</sup> Mail.

<sup>b</sup> Express.



Denomination owning or directing publication of Sunday-school periodicals.	Number of Sunday-school papers published annually (single copies).	Weight of publications mailed at second-class rate of 1 cent per pound.	Enrollment in school receiving help from your publishing board.	Annual appropriation of publishing board for benevolent work.
Presbyterian Church of the United States of America, Philadelphia.....	46,455,564	<i>Pounds.</i> 1,527,448	59,315	of net profit.
Southern Presbyterian, Richmond, Va.....	7,572,294	<sup>a</sup> 179,973 39,075	9,000	\$8,000
United Presbyterian, Pittsburg.....	6,383,527	411,011	No record.	1,200
Cumberland Presbyterian Church.....	3,333,000	95,000	do.....	No report.
Reformed (Dutch) Church, New York.....	263,000	17,000	do.....	Do.
Reformed Church in United States, Philadelphia.....	4,952,038	140,000	6,000	1,350
Episcopal Church, New York.....	12,000	3,750	No record.	No report.
Congregational Church, Boston.....	8,605,500	588,300	78,300	6,851
Disciples of Christ, Cincinnati, Ohio.....	600,000	402,681	No record.	No report.
General Synod, Lutheran Church, Philadelphia.....	5,097,000	253,155	40,000	6,000
Joint Synod, Evangelical Lutheran.....	342,000	do.....	No record.	No report.
German Methodist, Cincinnati, Ohio.....	1,589,000	63,700	do.....	Do.
German Baptist of Quaker Brethren, Elgin, Ill.....	1,924,000	390,000	do.....	23,000
Evangelical Association, Cleveland, Ohio.....	2,219,500	203,925	40,000	10,000
United Brethren, Dayton, Ohio.....	5,000,000	80,000	No record.	No report.
Colored Baptist Church, Nashville.....	9,006,815	222,708	18,000	39,000
African Methodist, Nashville.....	925,100	49,688	25 schools.	3,000
African Methodist Episcopal Zion Church, Charlotte, N. C.....	2,978,780	94,768	33,370	24,600
American Sunday School Union, Philadelphia.....	5,741,500	118,356	No record.	No report.
Harris-Jones & Co., Providence, R. I.....	627,000	79,047	do.....	Do.
Sunday School Times.....	5,137,000	619,872	do.....	Do.
W. A. Wilde & Co., Boston.....	2,250,000	190,000	do.....	Do.
D. C. Cook & Co., Chicago.....	do.....	3,650,000	do.....	Do.
World Sunday School Evangelist, Cleveland.....	350,000	36,000	do.....	do.....
<b>Total.....</b>	<b>271,983,690</b>	<b>20,120,148</b>	<b>366,855</b>	<b>245,289</b>
<sup>a</sup> Mail.	<sup>b</sup> Express.	<sup>c</sup> Value, \$6,851.	<sup>d</sup> If all mailed.	

The VICE-CHAIRMAN. Proceed with your statement.

Mr. ROWLAND. These publications are very numerous. The list which I have given comprises about 30 of these publishing houses, which, as you will see, are mainly boards of various churches and denominations engaged in the publishing of this literature for the help of Sunday-school work.

Senator CARTER. Regular publications?

Mr. ROWLAND. Oh, certainly. Some of them are weekly, some are monthly, some semimonthly, and some are quarterly publications.

Senator CARTER. Now we have presented here, by the Third Assistant Postmaster-General, a list of publications in which we have quotations from Scriptural texts. Do they constitute a part of the publications?

Mr. ROWLAND. I do not know anything about that. The publications to which I refer are regular publications, entered and authorized by the Post-Office Department. We have been publishing them for many years. I judge that the entire number of single copies of publications would run to about 265,000,000. These publications vary according to the age of the reader. We have, for instance, what we call a primary quarterly, for very little children; then a quarterly for children a little older, another quarterly for children still older, and a senior Bible-class quarterly. Beside this we publish papers and picture lessons to illustrate the lessons. These go to all parts of the land, and especially into the hands of children.

The next point we make is that the circulation of these publications has been built up through many years, and at large expense and toil, on the basis of second-class postal rates, and in the confident expectation of the continuance of these rates. This fact constitutes, in our judgment, a strong reason, if not a moral obligation, for their further continuance.

What we mean by that is that this business has been built up on this basis: and an increase of rates, as we further state, would in all probability decrease the business.

Third, the total issue of these publications is now very large, and their distribution extends throughout the entire land. The boards of publication represent the various denominations or churches of the United States, a constituency of over 25,000,000 of the best people. The Sunday schools of this country as reported last year number 140,519, with 1,451,855 officers and teachers and 11,329,253 scholars. Of these, with insignificant exceptions, all are supplied with our publications, and these publications are necessary to the efficient prosecution of Sunday-school work. An increase of postal rates, necessitating an increase of price, would therefore affect great masses of people and would produce universal dissatisfaction, distress, and complaint. Such increase would fall most heavily on weak and mission schools, and would thus retard the progress of Sunday-school work, one of the most popular and important movements of the day.

Perhaps I may explain about that; the prices of these periodicals are very low, so as to put them within the compass of the poorest. Take the weekly paper which we publish and which most of the denominations publish. We sell it for 50 cents a year. It is a large 8-page paper. A corresponding paper, the *Youths' Companion*, for example, sells at \$1.75. You will see, therefore, that there is not very much margin. We are not in this business for the making of money, but for the doing of good. Of course, an increase in postal rates would increase the price of these things, and would occasion distress in quarters where such distress would be most keenly felt—among the poorest of the mission schools.

Fourth. These publications are issued at very low prices, so as to be within the reach of the poorest and weakest Sunday schools. An increase in postal rates would necessarily increase the price. This would result in a large decrease of circulation, and in all probability in a diminution of revenue to the Government.

I ought to say this, also, that while this circulation is very large, it also necessarily produces a good deal of first-class matter. The correspondence about these papers and so forth is very extensive. In our own office, for example, we frequently receive from a thousand to fifteen hundred letters a day. An increase of the postal rates, and a corresponding decrease in the circulation of these periodicals, would necessarily decrease the revenue from first-class rates.

Fifth. These publications are not advertising mediums. In many of them there are no advertisements whatever. Where advertisements are taken, they occupy a small space in the columns of the regular issue.

We understand that there are periodicals which are issued as advertising mediums really, although under cover of something else. The advertisements in our periodicals are a very small item indeed.

Lastly, the publishers of this literature do not think it right or just that they should be put in the same class with those who have abused the privileges offered by the Post-Office Department. They have always been scrupulously careful to conform strictly to the regulations of the Post-Office Department, and have sought in every way to deal with the Government honestly and in the spirit of the Master they are trying to serve. The work in which they are engaged is largely benevolent. Many of these periodicals are published without profit, and some at a loss. Wherever profit is made, it is devoted by all boards of publication to benevolent work. While they do not claim any special privileges on this account, they do feel that their task should not be made heavier by an increase of postal rates.

This is the statement that we desire to present to the Commission.

Senator CARTER. Have you had any trouble with the Department in the way of any attempt to exclude the publications?

Mr. ROWLAND. We have had several conferences with the Department about our quarterlies. The claim has been made that our quarterlies did not fall under second-class matter because they were not of the nature of news. We have had several conferences with General Madden about that matter, and we hope we have satisfied him that we do, without any question, come under the provisions of the law.

Senator CARTER. The matter of news is the matter of interest to the person to whom the communication is addressed. What is news to one person is not news to another.

Mr. ROWLAND. Yes. We claim that in these quarterlies we are giving the news, or the best information that scholars can secure, with reference to the Scriptures, and that that is precisely the same as if scholars were to get the news and latest information about nature. We keep up with the times. This is not a rehash of old matter. It is being constantly prepared and is new matter. We have editors constantly employed for each one of these periodicals, who give the people everywhere the very latest results of scholarship in all these matters.

Senator CARTER. No question arose concerning the devotion of undue space to advertising?

Mr. ROWLAND. Nothing of that kind whatever. There was a matter with regard to certain open spaces in the conclusion of the lessons. There are frequently questions asked, and we leave open spaces for written answers. I think the Department ruled that that must be restricted, and we followed the instructions of the Department in that respect.

Senator CARTER. Do those answers return by first-class mail?

Mr. ROWLAND. They do not return at all. They are simply for the teacher and scholar.

Senator CARTER. In the Sunday school?

Mr. ROWLAND. Within the Sunday school. They do not return at all. I think the Post-Office Department was under the impression that they would be returned at second-class rates, but they are never returned. This is simply to assist the teacher in his work, and we should be very glad indeed to have the Post-Office rule that they might be allowed, under such instructions, to have some of these periodicals returned at second-class rates; but then as a matter of fact they never are returned.

Senator CARTER. Your periodicals are not returned in bulk, unsold or undisposed of, to the publishing establishments or news agents?

Mr. ROWLAND. They are returned by freight as far as we are concerned.

Senator CARTER. You do not undertake to return them as second-class matter?

Mr. ROWLAND. No. Most of these boards of publication have branches in different parts of the country, and these branches have news agency privileges. Matter is freighted to them and mailed from there. The packages in bulk are not numerous and not large.

Senator CARTER. From the central publishing houses you send forth certain of the publications by freight to distributing centers?

Mr. ROWLAND. Yes; and then we mail from the original house also.

In this brief we have not gone into the question of the expense of carrying the mail. We hardly thought that was our province. We have our own views about that, however.

Senator CARTER. For every purpose of your business the slower transportation for second-class mail matter would be entirely satisfactory, would it not?

Mr. ROWLAND. If it was not too slow. You see we are obliged to have these periodicals in the hands of schools. The quarterlies, for example, must be in the hands of schools on the Sunday previous to the first Sunday of each quarter. We send them to the Pacific coast. We send them all over the country.

Senator CARTER. Do you encounter any difficulty in the delay of freight where you ship by freight?

Mr. ROWLAND. Sometimes; yes.

Senator CARTER. It is an unsatisfactory method of reaching distant points?

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. Have you any questions, Mr. Moon?

Representative MOON. No, sir.

Mr. ROWLAND. The other members of the committee are here.

The VICE-CHAIRMAN. I want to interrogate you before you leave.

Mr. ROWLAND. Yes, sir.

The VICE-CHAIRMAN. I presume you understand that the scope of this inquiry by the Commission is not limited to the question of rates, but it goes into an inquiry concerning the present law, the difficulties of construction, and difficulties of administration.

Mr. ROWLAND. Yes, sir.

The VICE-CHAIRMAN. You understand that there are differences of opinion between publishers and officials of the Government as to construction of the various features of existing law.

Mr. ROWLAND. Yes; I know that.

The VICE-CHAIRMAN. And that is a part of this inquiry. Do you understand that the question of the physical character of the publications enter somewhat into the construction of the law and its administration, as well as the rate?

Mr. ROWLAND. Yes; I understand that.

The VICE-CHAIRMAN. I wish to call your attention to a copy of the Boys' Teacher, volume 1, No. 1, April, 1905, which, in the exhibits of the Third Assistant Postmaster-General, is marked "A-2E." This is

published at Elgin, Ill., by the David C. Cooke Publishing Company. Is that a part of your organization?

Mr. ROWLAND. Well, it is, I suppose.

The VICE-CHAIRMAN. This is a pamphlet about 7 by 9 inches, with 67 pages exclusive of the cover; a Sunday-school publication having blank spaces for written answers. That is one character of Sunday-school publication?

Mr. ROWLAND. Yes, sir.

The VICE-CHAIRMAN. I call attention to another exhibit of the Bible Lesson pictures.

Mr. ROWLAND. Yes, sir.

The VICE-CHAIRMAN. Which is, I judge, about 2 feet by 4.

Mr. ROWLAND. Yes, sir.

The VICE-CHAIRMAN. Is that one of your publications?

Mr. ROWLAND. That is one of our publications.

The VICE-CHAIRMAN. The general physical character of it is very different from the physical character of the one I have just shown you.

Mr. ROWLAND. That matter has been discussed by the Department a number of times. Allow me to say, Mr. Chairman, that is a supplement to a paper which is published, and under that ruling the picture roll has been passed, so far as that is concerned. We are perfectly willing to do anything that is right.

The VICE-CHAIRMAN. I am coming to that. I want to know the differences in the physical character of some of your publications. I call your attention to the kindergarten sewing cards, marked in the Third Assistant Postmaster-General's exhibits as "A-2E." It is a quarterly publication, about 4 by 6 inches in dimensions, issued in 12 parts, each part being a card having the indicia of a periodical publication; a golden text and certain other kindred matter. The pupil is given one card each Sunday on which to sew, in the manner indicated by the drawing thereon. Is that one of your publications?

Mr. ROWLAND. I do not know that at all. Who publishes that?

The VICE-CHAIRMAN. The Ward & Drummond Co., 27 East Twenty-second street, New York; a series of 12 cards with outlines in dark ink on a white background, for the purpose of sewing.

Mr. ROWLAND. I know nothing at all about any matter of that kind. If that does not fall under the regulations of the Department—

The VICE-CHAIRMAN. These are all now admitted to the mail under the present law. Here is another publication styled the Berean Lesson Pictures, a series of 13 cards or parts, with pictures and golden texts. The card I judge is 2 by 4 inches.

Mr. ROWLAND. It is not a card. It is a paper. The publishers of that have conformed to the requirements of the Post-Office Department.

The VICE-CHAIRMAN. I am not questioning that. I am calling your attention to the variety of the physical characters of these publications.

Mr. ROWLAND. That is true.

The VICE-CHAIRMAN. Now, another one, the Little Pilgrim Lesson Pictures, of the same character.

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. A series of papers or cards, about 2 by 4 inches.

Mr. ROWLAND. There are certain regulations at present in the Post-Office Department which govern these publications. If those regulations are not fair and right, I am very sure we would——

The VICE-CHAIRMAN. Understand me, I am not criticising them. I am calling attention to them for identification.

Mr. ROWLAND. The present regulations of the Post-Office Department have been adhered to strictly. These little pictures are not published upon cards. They are not cardboards, but simply paper.

The VICE-CHAIRMAN. Well, paper.

Mr. ROWLAND. Simply paper, and of a weight and size conforming precisely to the regulations of the Post-Office Department.

The VICE-CHAIRMAN. Now, these papers or cards, where there is a serial of 12 or 13 of them, I understand are all printed and sent out at the certain time to cover a series of weeks.

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. They do not go through the mail, one piece of paper a week.

Mr. ROWLAND. No; they go in packages of 12 each.

The VICE-CHAIRMAN. You do not pretend to say that there is no difference in the handling by the postal officials, the carriers, clerks, etc., of these varieties of publications? It is more difficult to handle some than others, is it not?

Mr. ROWLAND. Well, I don't know. I should think it would be much more difficult to handle them separately than in packages.

The VICE-CHAIRMAN. But there is a difference in handling this little paper of 2 by 4 inches and this roller of 4 feet by 2.

Mr. ROWLAND. Oh, undoubtedly.

The VICE-CHAIRMAN. And inasmuch as these papers or cards are sent out at one time I presume they are printed a considerable time in advance of their distribution?

Mr. ROWLAND. Yes, sir.

The VICE-CHAIRMAN. Therefore, if they were sent by a slower method, freight, for instance, it would not greatly interfere with your method of distribution, would it?

Mr. ROWLAND. It would, yes; because each school wants all its matter at the same time.

The VICE-CHAIRMAN. If you print 12 cards to cover twelve months in the year or twelve weeks in the quarter——

Mr. ROWLAND. These little pictures are to illustrate each lesson, one little picture for a lesson, and the lesson comes every week.

The VICE-CHAIRMAN. Yes, but you do not print them just the week preceding the lesson.

Mr. ROWLAND. Oh, by no means.

The VICE-CHAIRMAN. How many weeks in advance of their shipment are they really printed?

Mr. ROWLAND. Well, I can't tell that. The time would vary.

The VICE-CHAIRMAN. Are they not, as a matter of fact, printed a great many weeks in advance?

Mr. ROWLAND. I could not tell about that.

The VICE-CHAIRMAN. For all the practical purposes of their use, could they not be printed many weeks in advance?

Mr. ROWLAND. Yes; but when a Sunday school sends in an order it sends in an order for so many quarterlies, so many papers, and so many picture lessons, and it expects to receive this order all at the same time.

The VICE-CHAIRMAN. You understand, do you not, that even monthly periodicals, magazines, are printed some time in advance?

Mr. ROWLAND. Oh, yes; but so far as conveying them to the schools is concerned we have to be careful about that. We do not get the order for these things far enough in advance. For instance, the October quarterly begins this week. We would get the order last week for these picture lessons, and we can not send them out until we get the order.

The VICE-CHAIRMAN. These golden texts are all taken from the scriptures, from the Bible, are they not?

Mr. ROWLAND. Certainly, the golden texts are taken from the Bible.

The VICE-CHAIRMAN. They are not in the nature of news?

Mr. ROWLAND. But we can not send them out until we get the order for them.

The VICE-CHAIRMAN. Then if there should be a change of method to slower transportation, in order to reduce the cost to the Government, would not the orders be sent in a little more promptly?

Mr. ROWLAND. No; we do not get the orders in time.

The VICE-CHAIRMAN. What governs the orders now?

Mr. ROWLAND. The schools send in their orders, a great many of them, not earlier than the day before they expect them.

The VICE-CHAIRMAN. Have you regular subscribers for these publications?

Mr. ROWLAND. Certainly.

The VICE-CHAIRMAN. How far in advance of the printing do you get the subscriptions?

Mr. ROWLAND. The subscriptions run from quarter to quarter.

Senator CARTER. They are constantly coming in, I suppose.

Mr. ROWLAND. They are constantly coming in, but the final order for the quarter's supplies will not come in until a week before the quarter begins.

The VICE-CHAIRMAN. What do you mean by the quarter's supplies for a Sunday school? Do you send any more of these publications to a Sunday school than your regular subscribers?

Mr. ROWLAND. No.

The VICE-CHAIRMAN. Then you know in advance the number of subscribers?

Mr. ROWLAND. No; because the order may change from quarter to quarter. These are regular subscribers, but the numbers may change. A school may want 50 of a certain periodical for one quarter and the next quarter may want 75.

The VICE-CHAIRMAN. How do these subscriptions come in—by the Sunday school or by the individual?

Mr. ROWLAND. By the Sunday school, through their officers.

The VICE-CHAIRMAN. A Sunday school will order as a school?

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. Not as individuals?

Mr. ROWLAND. In some cases as individuals. It varies according to the periodicals. The papers are ordered by individuals or schools.

The VICE-CHAIRMAN. When you get an order from a Sunday

school, how does that order usually read—so many hundred of these?

Mr. ROWLAND. So many copies of each of these periodicals.

The VICE-CHAIRMAN. Would a Sunday school for a particular community order, say, 500 for a school?

Mr. ROWLAND. Oh, it depends altogether on the size of the school.

The VICE-CHAIRMAN. I take that as an arbitrary number.

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. Then you regard the school as your subscriber; is that right?

Mr. ROWLAND. Yes; the school makes its subscription.

The VICE-CHAIRMAN. Then there is some doubt, under the construction of the law, as to whether the school is the subscriber or the individual scholar, which shows merely the difficulties about the law.

Mr. ROWLAND. The matter is simply this: The officers of the school order for the scholars of the school. They do not furnish us the names of the scholars, but they furnish us the number of the scholars.

Senator CARTER. It would be equivalent to a public library ordering, through its secretary, a copy of the New York Tribune.

Mr. ROWLAND. Yes; precisely so. We do not get the names.

The VICE-CHAIRMAN. You realize, do you not, that there is a great deal of work in handling this great variety of publications of such a varied physical character?

Mr. ROWLAND. Oh, yes; though we think that the recent regulation of the Post-Office Department increases that difficulty. We are now obliged to handle each one of these separately, which requires us to wrap them in separate packages, and the Post-Office Department to handle them in separate packages. We should very much prefer to have the old method, so that when an order comes in for, say, a certain number of quarterlies and a certain number of papers we could wrap them together.

The VICE-CHAIRMAN. Approximately how many different independent publications are there of this class of literature?

Mr. ROWLAND. I can not tell. We publish in our society 21.

The VICE-CHAIRMAN. Where are they published?

Mr. ROWLAND. They are published all over the country.

The VICE-CHAIRMAN. In 21 different places?

Mr. ROWLAND. No.

The VICE-CHAIRMAN. Where is the chief point of publication?

Mr. ROWLAND. I presume it is in New York and Philadelphia. Nashville is a center of such publications, Richmond also, and Chicago.

The VICE-CHAIRMAN. Do you ship many of these publications by express and not by mail?

Mr. ROWLAND. We use the express; yes.

The VICE-CHAIRMAN. Within what distance?

Mr. ROWLAND. People sometimes want to have their goods sent by express, and it is governed more by that than anything else.

The VICE-CHAIRMAN. Is the question of the cost to the publisher an element in determining whether it goes by express or not?

Mr. ROWLAND. The express would be cheaper for us at near distances.

The VICE-CHAIRMAN. So that you will use the express for the cheaper hauls and the post-office for the more expensive?

Mr. ROWLAND. Oh, no; not always.



The VICE-CHAIRMAN. You ship from your New York and Philadelphia offices, in large quantities say, to Chicago, at 1 cent per pound?

Mr. ROWLAND. We have a branch in Chicago, and we mail from Chicago. We have a branch in Dallas, Tex., and we mail from there.

The VICE-CHAIRMAN. Are the publications issued by your society printed at Philadelphia or New York, or are they printed at your branch in Chicago, for Chicago distribution?

Mr. ROWLAND. They are printed in Philadelphia.

The VICE-CHAIRMAN. And shipped to Chicago?

Mr. ROWLAND. To Chicago.

The VICE-CHAIRMAN. Would it be much embarrassment to the business if a slower method of handling the publications that are to be distributed in Chicago were adopted—for instance, by fast freight between New York or Philadelphia and Chicago instead of by mail?

Mr. ROWLAND. Undoubtedly. The difficulty would be as I said a moment ago. The orders do not come in for these things until a week before they are needed, and if they are not furnished promptly there is one Sunday when the school is without any periodical.

The VICE-CHAIRMAN. At all events, these periodicals are used on Sunday?

Mr. ROWLAND. They are used on Sunday; yes.

The VICE-CHAIRMAN. Do you get any orders as late in the week as Friday preceding Sunday?

Mr. ROWLAND. Certainly we do, a great many of them.

The VICE-CHAIRMAN. If the rule were established, however, that your Philadelphia publications were to be shipped to Chicago by freight, that would simply necessitate earlier orders, would it not?

Mr. ROWLAND. Well, as a matter of fact, we mail the earlier orders from Philadelphia, and I suppose the other houses do the same. I am speaking now simply of our own house. The later orders are filled from Chicago. We send enough matter to Chicago to fill the orders which come in later, so that the subscribers in the Chicago field, as we call it, shall have their orders filled in ample time.

The VICE-CHAIRMAN. Does your society publish the little papers or cards called Picture Lessons?

Mr. ROWLAND. We publish them; we do not manufacture them.

The VICE-CHAIRMAN. That is a card about 2 by 4 inches in size, composed of 13 cards.

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. What do you call that?

Mr. ROWLAND. Picture Lessons.

The VICE-CHAIRMAN. I know; but that is not a newspaper. What do you call it under the law? It is not a magazine, is it?

Mr. ROWLAND. No; I should call it a newspaper, if you wish to have it that way, because you will see there are certain questions, and oftentimes a little story bearing upon the lesson for that day. It is as much a newspaper to the scholar for that day as the Sunday paper would be.

The VICE-CHAIRMAN. You mean because the Gospel is new to some people?

Mr. ROWLAND. I mean because they are studying that lesson for the day. These questions which are asked, upon the back of which

the picture is an illustration, are necessary for the study of that lesson that day.

The VICE-CHAIRMAN. Then you believe that under the law you could call that card a newspaper?

Mr. ROWLAND. I do.

The VICE-CHAIRMAN. Would you call it a magazine?

Mr. ROWLAND. I would hardly call it a magazine, because it is not the size of a magazine.

The VICE-CHAIRMAN. It is not the size of a newspaper, either.

Mr. ROWLAND. I have known newspapers to be very small.

The VICE-CHAIRMAN. Does it not contain some of the literary character which is also contained in a magazine?

Mr. ROWLAND. I do not know what to say to that, Mr. Chairman—what you choose to call it.

The VICE-CHAIRMAN. Would you call it a literary periodical?

Mr. ROWLAND. I would call it a religious periodical.

The VICE-CHAIRMAN. The law does not have the designation of religious periodicals.

Mr. ROWLAND. No; it does not, but if you have the law there, you will see there is another term.

The VICE-CHAIRMAN. I am simply demonstrating the embarrassment of construing this under the law.

Mr. ROWLAND. We have gone all over that half a dozen times with General Madden.

The VICE-CHAIRMAN. Does not all that demonstrate that there is some justification for a change of the law?

Mr. ROWLAND. There is just one clause in that law which I think justifies the publication.

The VICE-CHAIRMAN. The publication is now admitted. I am not questioning the admission.

Mr. ROWLAND. The law contains an expression about the dissemination of information of a public character.

The VICE-CHAIRMAN. Do you regard the contents of that card as "information of a public character?"

Mr. ROWLAND. We do; most certainly.

The VICE-CHAIRMAN. Do you call that a periodical?

Mr. ROWLAND. We call it a periodical; yes, sir.

The VICE-CHAIRMAN. So that you think it is a periodical and a newspaper, with some magazine characteristics?

Mr. ROWLAND. I do not know what your definition of a periodical would be.

The VICE-CHAIRMAN. That is what I was going to ask you.

Mr. ROWLAND. I should call it a periodical. A periodical is printed matter which comes out at a certain period. Now, I should call it a periodical.

The VICE-CHAIRMAN. These orders of yours are very fluctuating, are they not, in character?

Mr. ROWLAND. What do you mean by that?

The VICE-CHAIRMAN. Well, they may be heavy one quarter and light another?

Mr. ROWLAND. No.

The VICE-CHAIRMAN. Do they run pretty uniform?

Mr. ROWLAND. Pretty uniform.

The VICE-CHAIRMAN. Then what objection is there to your having them printed in considerable bulk along in advance?

Mr. ROWLAND. Because the schools do not want them that way, and would not have them that way.

The VICE-CHAIRMAN. If there is rather a permanency to the demand it would be easy for you to establish a permanency of supply. would it not?

Mr. ROWLAND. No, sir; the schools will not have them that way. We have tried that way and they will not have them.

The VICE-CHAIRMAN. At the same time you realize that it is a considerable embarrassment to the Government in managing these different classes of publications, do you not?

Mr. ROWLAND. Yes; everything is a trouble. We have considerable trouble in making them, and considerable trouble in selling them, but what we are after is to make good citizens in this country.

The VICE-CHAIRMAN. But the Government is interested in that.

Mr. ROWLAND. Yes; we think it ought to be.

The VICE-CHAIRMAN. You would not expect the Government to handle all publications of that character free?

Mr. ROWLAND. Oh, not at all.

The VICE-CHAIRMAN. So there must be some reasonable rate. Is not that true?

Mr. ROWLAND. Yes.

The VICE-CHAIRMAN. All that must be dependent somewhat upon the difficulties of handling and every feature that enters into the cost.

Mr. ROWLAND. But, you see, if the rates were advanced, in that case we should have to advance the price, and in a great many instances these Sunday schools are in the slums of cities and in frontier places.

The VICE-CHAIRMAN. Who would pay the advanced price?

Mr. ROWLAND. The larger schools would pay the advanced price, probably, and order less supplies.

The VICE-CHAIRMAN. It would not fall on the publisher, would it?

Mr. ROWLAND. It would fall on the publisher in this way, that these things are published now on very narrow margins. For instance, take the quarterlies of 32 pages. We get 2 cents apiece for them, or 8 cents a year.

The VICE-CHAIRMAN. Do you believe that the Government, aside from the transportation of these different kinds of your publications to which I have called your attention, can handle them for a cent a pound?

Mr. ROWLAND. I do not see why they should not; and even if that were not so, it seems to me that the public needs are justified.

The VICE-CHAIRMAN. Then, aside from any element of cost to the Government, you are of the opinion that the Government could afford to bear some of the expense of this character of publications?

Mr. ROWLAND. If there is any expense, I do not know about that. I have not gone into that question. I have looked over the last report of the Department, and it seems to me the deficit might readily be charged to the rural free delivery law.

The VICE-CHAIRMAN. I am not discussing the deficit; I am speaking about this particular service. Take this row of pictures. Where is that printed?

Mr. ROWLAND. It is printed in Providence, R. I.; one of them is; there are several of them.

The VICE-CHAIRMAN. And where is it circulated?

Mr. ROWLAND. Circulated over the entire country.

The VICE-CHAIRMAN. Can the Government take care of that, aside from its transportation, by the different clerks and carriers, who must handle it at the point of entry and the point of delivery, for a cent a pound?

Mr. ROWLAND. I do not know anything about that.

The VICE-CHAIRMAN. What is your judgment about that?

Mr. ROWLAND. They have done it.

The VICE-CHAIRMAN. Have they not borne a good part of the expense?

Mr. ROWLAND. I do not know about that. I can not tell about that. I have no means of knowing about that.

The VICE-CHAIRMAN. That is all.

Mr. ROWLAND. Now, my colleagues are here, Doctor Mains and Mr. Magill. I should be very glad if you will hear them.

#### STATEMENT OF R. E. MAGILL, OF RICHMOND, VA.

Senator CARTER. Please give your name in full and your address.

Mr. MAGILL. R. E. Magill, Richmond, Va. Mr. Chairman and gentlemen of the Commission, if I have your permission, I should like to submit the result of my investigation of this matter in a written statement.

The VICE-CHAIRMAN. That will be entirely proper.

Mr. MAGILL. There are several points in the investigation that seem worthy of notice, and, being simply a business man and not accustomed to public speaking like my colleagues, Doctor Mains and Doctor Rowland, I have committed my remarks to writing, and ask indulgence of the Commission while I call attention to these facts.

The VICE-CHAIRMAN. Proceed with your statement.

Mr. MAGILL. In common with other publishers we have been invited to give to your honorable body our views upon the questions as to whether there should be a change in the rate of postage on second-class matter, and what changes, if any, should be made in the regulations governing the admissibility of printed matter to second-class privileges.

It is our belief that it is the sincere desire of the members of the Postal Commission to get all the light possible upon the complicated question at issue, and that it will be their endeavor to reach conclusions and formulate findings which will be fair and just to publishers and satisfactory to the great body of American citizens, who are after all the parties most directly interested in the outcome.

As we view the situation, the questions as to whether the Post-Office Department shall show a surplus or a deficit at the end of the fiscal year, and the increase or decrease of the publishers' profits, are the smallest matters involved in the discussion.

Far more important is the right settlement of the question as to the rights of the people to a first-class postal service at a minimum cost.

President John Quincy Adams well said: "The chief end of the Government is the advancement of the people."

Accepting this as a cardinal truth, the end and aim of every Department of the Government should be the best possible service to the people, within the limits prescribed by the legislative authorities, who are themselves the servants of the people.

From the foundation of our Government it has been the boast of the American people that the foundation and perpetuity of our institutions rest upon the intelligence, patriotism, and morality of the masses.

It has been the pleasure, privilege, and duty of each succeeding session of Congress from revolutionary days to this good hour to aid in educational or other movements which have for their ends the promotion of good citizenship.

The policy of the State and National Governments in spending annually \$275,000,000 for public school purposes has not been criticised, and public opinion would indorse an increased expenditure for this purpose. The Government's direct appropriation for the education of Indians, Alaskans, and Philippinos is cordially indorsed as a wise expenditure of public funds. It will be acknowledged that the productions of the press have been no small factor in the educational progress of our country, and that our legislators recognize this fact is evidenced by the special provision made for the transmission of this matter through the mails at low rates.

Speaking to this point in the last session of Congress, Hon. John A. Moon, of Tennessee, a member of this commission, said:

The Government early adopted the wise policy of fixing a low rate of postage on second-class matter. Looking after the general welfare and interest of the United States, we can not repudiate this early policy of the Government at this time and attempt to make this character of mail matter self-sustaining. The purpose was to give the literature of the country to the people, the purpose and intention of the Government in fixing that low rate was to encourage learning and letters and let the people understand all that a great people ought to know that could come through those channels, to educate them to the high standard of citizenship. There has been perhaps no benefit that has ever accrued to the people of any Government on earth as great as that benefit that has been immediately and directly derived from the concession of the Government in carrying newspapers and magazines and matter of general literature and information.

Hon. William Richardson, of Alabama, speaking on the same question, said:

The purpose of the Government is to aid and educate the people, to disseminate valuable and useful literature, to send papers, books, and everything that will elevate the moral standard of the people and foster a better citizenship and give them the opportunity to become acquainted with public matters, and teach them and inspire them with religious feelings and other lofty sentiments, which they acquire through newspapers, tracts, and other publications and periodicals, and to do this in the cheapest and most expeditious manner to them. I say here in my place as a Representative on this floor that in my judgment the Government can not exercise its bounty more generously than to put the very lowest postal rate that it can upon newspapers and periodicals.

Hon. Halvor Steenerson, of Minnesota, said in same connection:

Primarily the postal service was established for the transmission and distribution of intelligence among the people. To raise the rate on second-class mail matter would be an additional tax on such distribution, and as the diffusion of intelligence is a fundamental condition of the social well-being and industrial development and evolution of the people it would seem an unwise thing to do.

Having shown by such eminent authorities that it is a proper Government function to promote good citizenship through the support of

educational agencies, it will be our endeavor to show that the Sunday school periodicals which we represent properly belong to the class known as educational publications.

It is recognized at the outset that there is a clearly marked line between church and state, and we recognize the wisdom of the fathers in establishing right relations between these institutions at the birth of our Nation.

We do not appear to plead for favors for our periodicals, for we believe they have rights which the Government is bound to respect. Nor do we plead for them because they are published in the interest of an institution which is sustained by the religious forces of America. Our plea is based upon the higher ground that they are indispensable factors in an educational system which has for its purpose not mere intellectual attainment, but the highest of all ends, instruction in righteousness, which is the only sure foundation for good citizenship.

There is a Chinese proverb which says "The hearts of the people are the only legitimate foundations of an empire," and it is conceded by all right-thinking persons that heart and head must both be trained if we are to have a good citizenship and a stable government.

It would be a waste of time and a reflection upon the intelligence of this honorable body to dwell at great length upon the importance of sustaining the Sunday schools of America, but permission is asked to refer briefly to a few authorities who have recorded their opinions of the Sunday school as a factor in promoting education and good morals. In Green's History of the English People the historian records this significant statement:

The Sunday schools established by Robert Raikes were the beginning of popular education in England. (Vol. IX, p. 122.)

In Lecky's History of England we find this record:

We believe that it is scarcely too much to say that the system of national elementary education which has been called into existence during the last hundred years owes its origin in great measure to the persevering efforts of those who were instrumental in the foundation of Sunday schools. (Vol. VII, p. 277.)

Hon. John Bright, of England, said in an address in London in 1888:

In my mind the Sunday schools have been the foundation of much of what is good amongst the millions of our people. No attempt has been at all successful to show the enormous gain which our people have received from the institution of the Sunday schools, and from the zeal and continuity by which they have been supported. I believe that there is no field of labor, no field of Christian benevolence which has yielded a greater harvest to our national character than the great institution of the Sunday school.

Monsieur Bouisson, a member of a commission from France which visited America to study our educational institutions, said in a report to his Government:

The Sunday school is not an accessory agency in the normal economy of American education; it does not add a superfluity; it is an absolute necessity for the complete instruction of the child. Its aim is to fill by itself the complex mission which elsewhere is in a large measure assigned to the family, the school, and the church. All things unite to assign to this institution a grand part in American life. Most diverse circumstances cooperate to give it an amplitude, a solidity, and a popularity which are quite unique.

A noted Belgian educator and writer, Prof. Emile de Laveleys, in his work on popular education, says, after a study of American national and social life:

The Sunday school is one of the strongest foundations of the Republican institutions of the United States.

The eminent French writer and student, De Tocqueville, who came to America to learn the secret of its greatness, declared in summing up his convictions:

The strength of America lies not in its statesmanship nor in its form of government, but in its Sunday schools.

It is an interesting historical fact that the introduction of penny postage in England, with all it has done for the diffusion of intelligence in that realm, was brought about by the modern Sunday school.

The need for providing a cheaper method for exchanging letters between members of the Sunday schools who had there learned to read was the argument that led Parliament to adopt the scheme.

The wider diffusion of intelligence and religious interest promoted by the pioneer Sunday schools in England led to the founding of the British and Foreign Bible Society to meet the demand for more and cheaper Bibles, and the demand from the same source for religious literature caused the organization of the great Religious Tract Society of London.

The Sunday school has reached its best development in America because of the exalted place childhood has always held in the hearts of the people and for the fundamental reason that this is a Christian nation.

Dr. Edward Leigh Pell, an authority on social and religious questions, in a recent article said:

America is more deeply indebted to the Sunday school than to anything else, because the Sunday school, more than anything else, instills into the minds of the young the principles which lie at the base of all republican institutions. We call the public school a democratic institution, but it is democratic only in a very limited sense. It is in the Sunday school rather than in the public school that the children of the rich and poor meet together. It is in the Sunday school rather than the public school that our children are taught that every other child has a right to a square deal. It is in the Sunday school rather than in the public school that our children are taught the golden rule.

There are millions of American boys and girls who never get anything at home but something to eat, something to wear, and "don't's." The highest ambition of thousands of parents with regard to their children is to see that they are fed and clothed, and to find out what they are doing in order to tell them not to do it. They never hold up before them an ideal; they never furnish them with a source of inspiration; they never awaken in them a desire to be or to do anything of the nobler sort. Yet there are thousands out of these millions of boys and girls who do get inspiration and ideals, and who go out into life and achieve something in spite of their parents. Do we ever stop to think where they get these things? Does it ever occur to us that it is in the Sunday school that the vast majority of our boys and girls get their first true impulse toward a nobler life? That the Sunday school is the greatest awakener of the child in the world? That more high aspirations are born in young hearts in the Sunday school than in all the rest of the world put together?

That your honorable body may realize the full power of the Sunday school as a factor in the well-being of the nation and the great body of people who stand with us in pleading that no legislation be enacted that will cripple this institution, it is necessary that we refer you to a few statistics.

According to the latest report available there are in the United States 140,519 Sunday schools with an enrollment of 1,451,855 teachers and officers and 11,329,253 scholars, or grand total of 12,781,108 enrolled. It is claimed that the best people of the country are in the church, and it is our belief that the best people in the church constitute the teaching force of the Sunday school. This great army of 1,451,855 teachers and officers are volunteer workers, giving their time and best energies without stint to the great work of implanting high ideals in the minds of the youth of the land. If this band of devoted workers should receive the per diem of the most poorly paid district school teacher their annual wages would exceed \$25,000,000. To no body of people in America is given as important a part in shaping the destiny of our nation toward right ends as is given to the Sunday-school teachers.

Back of the Sunday-school army, in which is enrolled the greatest asset of the nation, about 12,000,000 children, stands the great constituency comprising the church membership of America.

According to the eminent statistician, Dr. H. K. Carroll, the membership of the churches having over 50,000 members in the United States is as follows:

Denominations.	Ministers.	Churches.	Communi- cants.
Adventists.....	1,565	2,499	95,487
Baptists.....	37,061	52,919	4,974,047
Catholics.....	14,104	11,637	10,915,251
Christian Connection.....	1,318	1,340	101,597
Christian Scientists.....	1,222	611	71,114
Congregationalists.....	6,059	5,988	687,042
Disciples of Christ.....	6,475	11,083	1,235,294
Dunkards.....	3,166	1,138	116,311
Evangelical Bodies.....	1,451	2,648	166,978
Friends.....	1,412	1,075	120,415
German Evangelical Synod.....	956	1,221	222,003
Jews.....	311	570	143,000
Latter Day Saints (Mormons).....	1,560	1,338	344,247
Lutherans.....	7,686	13,373	1,841,346
Mennonites.....	1,211	766	61,048
Methodists.....	40,278	58,659	6,429,816
Presbyterians.....	12,650	16,702	1,723,871
Prote-tant Episcopal.....	5,209	7,224	827,127
Reformed.....	1,970	2,586	405,022
United Brethren.....	2,185	4,407	274,012
Unitarians.....	517	459	71,000
Universalists.....	727	965	58,641
Grand total of 43 denominations.....	154,390	201,608	31,148,445

It must be remembered that the Protestant churches report only their enrolled membership, while the statistics for the Catholic churches include adherents, or all members of Catholic families. Should a similar calculation be made for the Protestant churches it could be shown that, upon the basis of three adherents for each enrolled member, the churches of America represent a constituency of about 70,000,000 people.

We speak, then, for this great body of citizens, who are directly interested in the welfare of the youth of America, when we respectfully protest against a change in postal rates on the matter that we publish for Sunday schools.

The great denominations have raised by voluntary contributions the large capital invested in their publishing plants, now about



\$10,000,000, and the chief work of these plants is the production of Sunday school literature. They are not operated for profit, but their purpose is to furnish sound and uplifting literature, at the lowest possible cost, to their constituencies. If a surplus over expenses is earned, it is devoted to benevolent work, and, from funds thus earned, thousands of new Sunday schools are organized and sustained in destitute regions in which are gathered multitudes of children who receive here their first impulse toward right living. Full information is not available, but from reports in hand it is evident the denominational publishing houses of America are contributing about \$300,000 annually to this grand work, and over 400,000 children are gathered in schools thus supported.

The output of literature for Sunday school use has reached very large proportions, and the publications furnished by the denominational houses are indispensable to the successful conduct of the schools.

The tabulation which we submit herewith, while showing enormous totals, does not represent the full extent of the work of publishing Sunday school literature, for the reason it has been impossible to get reports from all the houses engaged in such work.

As stated, the denominational publishing houses are not conducted primarily for profit, and the low prices at which material is furnished Sunday schools are based upon every item of cost entering into the production. The present subscription rates are based upon the continuance of a postage rate in existence since 1879, and an advance in rates would work decided injury to a very large body of people who can ill afford to have their expenses increased.

It is our judgment that an increase in the cost of Sunday school periodicals which would represent an amount transferred from the pockets of the people to the vaults of the Government would be strongly resented. An increase in postage cost would necessitate an advance in subscription rates on Sunday school periodicals, for the reason that the margin between cost of production and subscription price is now merely nominal, owing to the large increase in printing cost which has occurred in the recent past.

The Sunday school periodicals carry but a small amount of advertising matter, and they have no advertising patrons on whom the increased postage cost could be unloaded, therefore the subscription prices would have to be advanced should rate on second-class matter be increased.

As Senator Bailey well said in discussing this question:

The work of carrying second-class matter is not done for the publisher, but for the reader. If the expense of carrying was higher, the reader would have to pay the increased cost.

An increase of even 1 cent per pound would be a direct tax by the Government of over \$200,000 annually on the Sunday school constituency of America, or, in other words, a tax would be levied upon the piety of the children.

Sunday-school supplies for the most part are paid for by the pennies collected from the children in the schools, and these pennies represent offerings from a class of people who can not afford larger gifts. It is hard to believe that the Government of the United

States is in such financial straits that it must resort to an increased tax upon the childhood of America, as they gather in an institution founded in obedience to the teachings of the Man of Galilee, who with infinite love and tenderness gathered the little ones into His arms with gracious words of blessing, as he said:

Suffer the little ones to come unto me, and forbid them not, for of such is the Kingdom of Heaven.

We wish here to put in a word for the Brothers in Black, who are vitally interested in the question of postal rates.

The leading denominations among the colored people have established publishing houses for the dissemination of literature among their own people, and these institutions are a credit to the race, and should not be crippled by adverse legislation.

Four denominational publishing houses are owned and operated exclusively by colored people, and they represent an investment of nearly \$500,000, gathered in dribblets from the pitifully meager resources of this people. These four publishing houses represent a church membership reported as 3,750,000, and they supply literature to over 2,500,000 children gathered in their Sunday schools. The annual output of the four houses is over 20,000,000 single copies. An increase in postal rates would be a calamity to this people, and a distinct check by the Government to their efforts to help themselves and elevate their race.

We wish to enter a respectful dissent from the conclusion (1) that an increase in second-class rate of postage is necessary, and (2) that the present deficiency in the postal revenue is due to the large volume of newspapers and periodicals carried at one cent per pound.

If public welfare demands that the Post-Office Department be so conducted that its operations shall show a profit at the end of each fiscal year, thus making it a striking exception to all other Departments, this result can be brought about without changing existing postal rates on any class of mail.

Reference to the last annual report of the Postmaster-General will show that a simple change in bookkeeping methods in all the Departments of the Government will enable the Post-Office Department to show a surplus of about \$5,000,000 instead of a deficit of \$14,000,000. It is an established custom for the Post-Office Department to carry without charge material for all other Departments of the Government.

Hon. Jesse Overstreet, chairman of the Committee on Post-Offices and Post-Roads, in his address in Congress on April 4, 1906, very clearly and forcibly exposed the injustice of this system.

As an illustration: The practice of transporting office safes, desks, and the general equipment of an Army post headquarters across the United States under a frank and calling it mail is so utterly absurd that no one has yet been bold enough to defend the custom. Tons of material for every Department of the Government are shipped under the same law until the abuse has become so flagrant that the demand for a reform in the custom is imperative.

The report of the Postmaster-General for 1905, page 74, states that 12.58 per cent of the total mail carried consisted of free matter, and if mailed at this ratio of total receipts of the Department it would have yielded a revenue of \$19,822,000. Had it paid current rates

of first, third, and fourth class matter, to which it properly belonged, the revenue would have largely exceeded \$19,822,000. Mr. Cortelyou sums up the situation with the succinct statement:

Manifestly, had the matter now carried free been required to have been prepaid during the fiscal year, notwithstanding the large expenditures for rural free delivery service, there would have been no deficit. This item of postage alone would have far exceeded the amount of the deficiency.

Mr. Cortelyou is equally clear in his recommendation that this custom should be changed and that each Department should pay full rates for matter sent through the post-office. (Page 75, report for 1905.)

It is not good business policy and not good morals for one Department of the Government to be charged with expenses properly belonging to another Department.

Such customs do not obtain in the commercial world and would not be tolerated for a moment in a well-organized business enterprise.

After making due allowance for carrying under frank matter for its own use (and here there is room for an immense saving), the Post-Office Department can be made to show a surplus earnings if relieved of the deadhead matter now carried for other Departments of the Government.

Our contention is that a change in bookkeeping is all that is necessary if it is essential that the Post-Office Department shall show a surplus instead of deficiency at the end of each fiscal year.

Granting that there is a deficiency shown by the present methods of bookkeeping, we contend that carrying second-class mail at 1 cent per pound is not solely responsible for this deficiency.

A reference to the records of the Post-Office Department shows that there has been an enormous growth in the circulation of newspapers and periodicals during recent years, as shown by the increased tonnage of second-class matter (and this is but a proof of the growing enlightenment of our people and the prosperity of the times), but comparative tables do not show that the annual deficit has grown with the enlarged tonnage, but to the contrary.

Attention is asked to the following table showing the amount of second-class matter carried for a period of six years with the postal deficit for the same time:

Year.	Second class matter.	Postal deficit.
	<i>Pounds.</i>	
1897 .....	310,658,155	\$12,133,382
1898 .....	336,126,338	9,341,256
1899 .....	352,303,226	7,902,041
1900 .....	382,538,999	5,385,678
1901 .....	429,444,573	3,923,727
1902 .....	454,102,358	2,937,649

This table shows an increase of 143,494,207 pounds in amount of second-class matter carried, but a decrease of \$9,196,443 in the postal deficit.

The development of the rural free-delivery service with an increase in cost from \$50,000 in 1897 to \$20,874,618 in 1905 is the prime cause for the deficit, and but for this extraordinary increase in expense the

Post-Office Department would have shown a surplus or reduced the deficit to a nominal figure in the regular course of business.

This view is sustained by the report of the Third Assistant Postmaster-General for the year 1903. In 1904 the same authority expressed the belief that notwithstanding the extraordinary demands of the rural free-delivery service as soon as normal adjustments were made the postal service would again be self-supporting.

As further evidence that second-class matter can be carried without loss at 1 cent per pound we cite the experience of our neighbors across the border, the Canadian government.

Rev. W. N. Withrow, D. D., of Toronto, Canada, who is editor of a series of papers published for the Canadian Sunday schools, writes as follows in reference to their postal rates:

Our post-office is much more liberal than yours. Although we have a very large country, sparsely settled, with remote and costly routes, as to the Yukon and northwest, yet our postal revenue has a surplus and gives an excellent service. All newspapers have a free zone within a radius of 20 miles. Thus you can send to a neighboring city 40 miles distant free. Beyond that is a zone with a radius of 300 miles for which the postage is one-quarter of a cent a pound; all beyond that is one-half a cent a pound.

While our Canadian neighbors have not yet installed our expensive rural free-delivery system, which we all agree is a beneficent institution and should be still enlarged, they have given their newspapers a larger free zone and a lower rate than we enjoy, and still their postal service shows a surplus of \$490,000 for the fiscal year of 1903.

We call attention to the further fact that the express companies are keen competitors of the Government for second-class matter at regular postage rates, and even lower rates for limited distances. It was developed before the Wolcott Commission of 1901 that the express companies carried a large part of the editions of the daily papers of the great eastern cities at three-eighths of a cent per pound.

Speaking from personal experience, I would say that we send packages by express from Richmond, Va., to points east of the Mississippi River at a regular rate of 1 cent per pound with greater expedition than by mail and with the additional advantage of having a receipt for every package and a tracing system and delivery of package to consignee at his place of business.

It is hardly probable the express companies would carry this matter at a loss, and their eagerness for the business is strong circumstantial evidence that newspapers and periodicals can be carried for 1 cent per pound with a profit.

Attention is called to the special requirements of the postal authorities as to condition in which publishers must deliver their matter for mailing. We are required to pack our matter in separate State and city bags, properly labeled, so the postal clerks do not rehandle the matter until it reaches its destination.

The enormous saving to the Government in time and extra clerical help will be better appreciated when attention is called to the report of the superintendent of the Railway Mail Service, which states that only 9 per cent of the enormous total of second-class matter in 145 of the leading cities was received in mixed or unassorted bags. No other patrons of the post-office are required to thus assort their mail before delivering it to the post-office.

The publishers have at all times shown themselves ready to meet the requirements of the Post-Office Department, no matter how much they may differ with them in their construction of the postal laws, and very expensive methods have been installed by publishers to reduce for the Government the cost of handling second-class matter.

The denominational publishing houses are large patrons of the postal service in first, third, and fourth class matter as well as in second. To illustrate, the publishing house which I have the honor to represent paid the Government \$1,800 for carrying second-class matter last year, while we paid over \$4,500 postage on matter in other classes.

Add to this the postage paid on mail sent us by our constituency and you would have a total of over \$6,000, and all other denominational publishers can make the same relative showing.

It is an unquestioned fact that the large volume of first, third, and fourth class matter carried is due in a very large measure to the circulation of second-class matter.

Instances are on record where one advertisement in a periodical paying less than \$100 postage on a single issue has brought business on which the Government collected over \$3,000 in postage.

It would be the height of unwisdom to seriously cripple an institution which was the direct source of so large a portion of the mail, on the carrying of which the Department claims to make a profit.

If we correctly understand the purpose for which this commission was created and the desire of the members for information and suggestions from publishers and other interested parties, it will not be presumptuous for us to formulate our conclusions and make suggestions as to future legislation on postal matters.

We agree with Mr. Cortelyou that the law should be so framed that the interests of the Government will be preserved and all unworthy matter excluded. The provisions of the law should be so clear and plain that the postal authorities will be relieved from the duty and necessity of passing upon intricate and perplexing questions as to the admissibility of matter offered.

The rights of publishers should be fully safeguarded, and they should be exempt from the danger of having their business interrupted or suspended by a ruling of any Department of the Government.

Hon. John A. Moon, of Tennessee, covered this point very fully in his address to Congress when the post-office appropriation was under consideration last April. Mr. Moon said:

There is too much discretionary power lodged by law to-day in the Department. There is too much discretionary power lodged in all the Departments. The Congress of the United States, the immediate representatives of the people, ought to assume the responsibility and give their mandate to these servants of Congress and the people, the Departments of the Government.

It is a dangerous thing always to vest an executive or an administrative officer with either quasi legislative or quasi judicial power.

It is a prolific source of oppression to the citizen. This body [Congress] ought not to shift the responsibility that rests upon it, or properly upon judicial officers, and clothe these officers with powers they ought never to possess if the interest and welfare of the people are to be maintained.

We reiterate the suggestion that every branch of the Government should pay full postage upon its own material, and thus restore to the postal service a right relation between it and all other Departments.

The compensation to the railroads for carrying mail should be readjusted upon a basis equitable alike to the railroads and Government; but a reduction based upon the increased tonnage should be secured. The 5,000 pounds maximum fixed by act of 1878, which is now the basis for the lowest compensation, should be changed so the sliding scale would provide for a decrease in rate on up through the hundreds of thousands of mail now carried.

A lower rate should be given by the railroads on the specially equipped postal cars in which mail is carried and distributed. An annual rental of \$5,703 for a car which costs \$5,500 to build seems too high to the lay mind.

Larger use should be made of storage cars for transporting through mail in bulk and a freight rate for such service should be secured plus a reasonable addition for fast service.

The Post-Office Department should reduce the proportion of weight of empty bags and equipment as compared with mail on which the public pays postage. It is hard for the public to understand the necessity for carrying, during a thirty-five day weighing period, 76,806,000 pounds of empty bags against 38,000,000 pounds of newspapers, 14,000,000 pounds of third and fourth class matter, and 9,000,000 pounds of first-class matter (letters and postals).

In our judgment a few simple amendments to present laws and the correction of recognized and admitted abuses are all that is needed, and a change in existing postal rates on second-class matter is not demanded by financial conditions and would be unwise as a matter of public policy.

Standing as we do as the accredited representatives of the National Association of Sunday School Publishers, and speaking for the constituency of 70,000,000 citizens who are vitally interested, and voicing the special and emphatic protest of the 13,000,000 members of the Sunday schools in the United States, we crown our appeal that no change be made with the vision of the childhood of America extending helpless supplicating hands to the law-making power for a larger and better opportunity for instruction in righteousness.

The VICE-CHAIRMAN. Do any of the members of the Commission desire to ask Mr. Magill any questions? If not, does Reverend Doctor Mains desire to be heard?

Mr. MAINS. Yes, sir.

#### STATEMENT OF REV. GEORGE P. MAINS, OF NEW YORK CITY.

The VICE-CHAIRMAN. Have you any written brief?

Mr. MAINS. No, sir; and after the very carefully and accurately prepared statement to which you have listened from Mr. Magill, and the somewhat analytical statement of Doctor Rowland, I would not wish to detain the Commission by any prolonged statement of my own. I would like to reemphasize some of the statements which have already come before you.

In the first place, we three members of this committee represent an association which, as you are informed, represents in turn an enormous Sunday-school constituency in this country, from twelve to fourteen million Sunday school scholars and pupils. The purpose of this work, as has been emphasized, is not chiefly money making, but through well-selected agencies to promote as best possible the larger moral and intellectual life of the coming forces of the Republic, the

young life of to-day. We represent an enormous output. As counted in single copies the association which this committee represents puts out more than 270,000,000 single copies of Sunday school matter of various kinds to this large constituency. We think that if discriminations are to be made in the subject of postal carrying or the matter of postal rates we ought to be very carefully considered before discrimination is made that will in any way injure our capacity to continue and to enlarge the kind of work which we are now doing. This should be borne in mind, we think, that the purpose is not only moral, promoting the purest moral and intellectual life of the younger generation, but it is also our aim to do this work as cheaply as possible, in order that we may meet the necessities and interests of our constituency.

A very large proportion of the Sunday-school patrons of these denominational publishing houses are poor people; some are frontier people. Some of them in our southern territory are in an essentially missionary ground, and in any event the great rank and file of the Sunday schools of the Protestant denominations do not represent large wealth. This should be borne in mind, we think. We are not only doing this work at the lowest possible margin of profit, the very lowest that is at all consistent with safety in the transaction of our business, but one of the elements that has permitted us to get down to this low plane of cost in delivery is the law which has prevailed in the Post-Office Department for many years past.

If any radical change should now be introduced in the rates of second-class mail, it would make it impossible for the publishers to produce the excellent quality now issued and at the same price. If this extra burden is put on the publishers, and the burden were made large, it would result in their inability to continue their business. It would bankrupt some of the houses which for an indefinite time have been doing excellent work in this department. If, on the other hand, the cost, as would naturally be inferred, should be transferred to the patronizing constituencies, the result would be that the demand for our product would greatly fall off, and we should be left in that case bereft of our power to reach, for moral ends, anything like as large a constituency as we are now reaching.

I think these features should be, and will be, carefully borne in mind by the members of the Commission.

We think, as laymen, not very well informed, perhaps, that the United States Government, with its tremendous resourcefulness, ought to serve this kind of constituency as cheaply through its Post-Office Department as is being done by other great governments of the world, and we hope very sincerely and in the interest, as we conceive, of most vital concerns relating to character and education, that the gentlemen of the Commission will not find it necessary after your exhaustive investigation, whatever other changes you may think needful, to introduce any changes in the second-class postal law that shall detrimentally affect the benevolent work which the association here represented is undertaking to do and is doing, we think, with very great success.

The VICE-CHAIRMAN. Is Rev. R. H. Boyd present? If so, the Commission will hear him at this time.

Rev. R. H. Boyd appeared before the Commission.

**STATEMENT OF REV. R. H. BOYD, REPRESENTING THE NATIONAL BAPTIST PUBLISHING BOARD.**

The VICE-CHAIRMAN. Will you state your name and residence and what publications you represent?

Mr. BOYD. R. H. Boyd, of Nashville, Tenn. I represent the National Baptist Publishing Board, of the National Baptist Convention.

The VICE-CHAIRMAN. You may proceed.

Mr. BOYD. Since arriving in the room, gentlemen, I have heard the paper of Mr. Magill, and he has so completely covered the ground for which I came to plead that I do not know that I can say anything of value.

I come merely in the interest of the four negro Sunday-school publishing concerns of America. They are the African Methodist Sunday-School Union, located at Nashville, Tenn.; the African Methodist Zion Publishing House, located at Charlotte, N. C.; the colored Methodist Episcopal Publishing House, located at Jackson, Tenn., and the Nashville Baptist Publishing Board, located at Nashville, Tenn.

These four negro denominations, as you gentlemen are possibly aware, represent fully 7,000,000 of the 9,000,000 negroes of the United States. For instance, the African Methodists claim or show, by their statistics, 800 000; the Zion Methodists, 700,000; the colored Methodist Episcopal, 300,000; the Nashville Baptists represent 2,500,000. We are furnishing to our constituents the very cheapest literature possible, and we conscientiously believe that our religious progress has been made during the twenty years that these four houses have been attempting to give Sunday-school literature.

After examining carefully, we find that four-fifths of all the periodicals read by any of the negroes at all are religious, and more particularly the Sunday-school periodicals. We believe that the religious progress that is being made by these negroes depends almost exclusively upon this cheap religious literature. It makes up their reading.

A second thought to which I wish to call your attention is that these negroes are located in the South. We are engaged mostly in agricultural and lumber districts. We are a great distance from post-offices. Our Sunday-school periodicals are sent to either the superintendent, the pastor of the church, or some selected individual who attends the post-office for them. If the second-class postage rate were so changed that we would be compelled to raise the rates, these churches and people, who do not read themselves, but buy the literature for themselves, would cease to subscribe for this literature. Hence, these young people would be cut off from their religious reading and about the only periodicals they do read, and we feel that a backward movement would be made in the religious efforts we are trying to put before our people. We believe the progress the negroes have made in education, compared with other people just emerging out of barbarism, has been made solely, or almost exclusively, because the Government has been lenient in giving them cheap rates of postage. The religious denominations have taxed themselves, and this



literature has furnished their reading instead of other and secular reading matter.

Hence, we simply come before you, gentlemen, to ask you and ask the Government to encourage us instead of retarding the progress we are attempting to make.

There is just one other thought that the gentleman possibly went over. I have had some experience in this matter, and I noticed carefully last year that the postage of the house I represent on second-class matter was a little over \$2,000, two hundred and some odd thousand pounds. We wrap the publications in large bundles, put them into sacks and send them out, especially where we have twenty or thirty churches in a city. In that case it is all put into one sack. It is not, in our judgment, expensive to be handled, but in case this raise is made it will not only cripple our readers, but our churches, who have taxed themselves to buy this machinery, can not possibly produce the literature and send it with a higher rate of postage than the present rate. They must either lose the \$500,000 invested in machinery and real estate, or they must raise the price on the product and throw it upon our people who must depend solely upon the contributions raised by these people, who are incapable of reading, for their children.

The last thought is that our readers consist of children from 6 to 20 years of age. They are the very people we are trying to reach, and we reach them through this method. If this is cut off, the older people can not read, and the younger people will not read, for the reason that they do not understand the increase in the cost of periodicals.

After hearing the previous gentlemen, I believe you gentlemen have this matter so clearly before you that I will simply ask, in the interest of our people, that you do not cripple the work we are undertaking to do.

Senator CARTER. You mail in packages very largely to those representing separate organizations or Sunday schools?

Mr. BOYD. Yes, sir. Each Sunday school subscribes for all its periodicals in the name of one person. That is, if there are 200 or 300 magazines going to that community it is put in one package, weighing from 10 to 30 pounds, and wrapped in one large bundle addressed to that one person.

Senator CARTER. Does that one person distribute the separate copies, or does the distribution fall upon the local postmaster?

Mr. BOYD. The individual carries it to the churches, or to the society, or to the Sunday school, their place of meeting, and hands it to each individual. The name of each person is not even registered in our office, or put on the periodical at all.

Senator CARTER. The Sunday school or church is the unit of your subscription?

Mr. BOYD. Yes, sir; exclusively so.

Senator CARTER. And beyond that are the members of the class and congregation, as the case may be.

Mr. BOYD. Yes, sir.

Senator CARTER. What is approximately the radius of your circulation?

Mr. BOYD. In each of the States, wherever there are negroes, we furnish exclusively to negroes, but more particularly, as you know, in the thirteen or fourteen Southern States, or close to their border.

Senator CARTER. Assuming an average haul for mail to be determined by the volume, considering the longest distance and the shortest distance, what would you say is about the average haul, by rail or star route, from your place of publication to the point of delivery?

Mr. BOYD. Well, New York is about the farthest east and California about the farthest west.

Senator CARTER. A very meager amount in weight goes to New York and to California?

Mr. BOYD. A very small amount.

Senator CARTER. The great bulk of distribution is within a distance of 200 miles of the place of publication?

Mr. BOYD. Well, say 500 miles.

Senator CARTER. Within 500 miles?

Mr. BOYD. Yes, sir.

Senator CARTER. The amount or weight of matter sent beyond the 500-mile limit is very small?

Mr. BOYD. Very small, sir.

The VICE-CHAIRMAN. Do your publications carry much advertising matter?

Mr. BOYD. We carry comparatively no advertising.

The VICE-CHAIRMAN. It is a very small percentage of the total matter of your publication?

Mr. BOYD. Yes, sir. We never advertise except on the outer cover, and sometimes not at all on that. For instance, if you will allow me to state, our board some years ago passed a resolution that nothing should appear as advertising matter that the pastor would not get up in the pulpit and announce on Sunday to his congregation. That is our rule.

The VICE-CHAIRMAN. That eliminated most of the advertisements?

Mr. BOYD. Yes, sir. [Laughter.]

Senator CARTER. Do you distribute to any extent through the express companies?

Mr. BOYD. Yes, sir.

Senator CARTER. How do your express rates compare with the postal rates?

Mr. BOYD. We have but two companies running into Nashville, the Southern and the American, and they compete. In fact, they solicit all packages above 10 pounds at the same 1 cent per pound rate, and they come to our house and haul it to their express office, while we have to haul it to the post-office. This makes it considerably cheaper.

Senator CARTER. What distances do you haul from the publishing house to the post-office?

Mr. BOYD. About a mile and a half, sir.

Senator CARTER. And about the same distance to the express office?

Mr. BOYD. Exactly the same distance. Well, the express office at the depot is just two blocks farther from us, and they send their wagons to haul it.

Senator CARTER. What is the average weight of the packages you send out?

Mr. BOYD. It would be impossible for me to say. Some of our packages do not weigh more than a pound. Some weigh as much as 40 or 50 pounds. I would say they average something like 3 or 4 pounds, possibly.

Senator CARTER. What is the radius of haul fixed by the express companies at the 1-cent per pound rate?

Mr. BOYD. I do not know, as we are pretty well on the outskirts of the city, and they come out to our publishing house.

Senator CARTER. I refer to the city itself as the central point, and the radius of haul as the point of delivery.

Mr. BOYD. They deliver it wherever they make free deliveries of other goods. For instance, they come to our house and get it. Then at the other end, they carry it to the church or Sunday school, provided that church is within the radius where they deliver other goods.

Senator CARTER. What, if any, limitation do they fix on the length of the haul, from your house in Nashville to the distant city, the point of delivery?

Mr. BOYD. Just to any point where the Government carries.

Senator CARTER. Do you mean to say they offer to deliver in New York as cheaply as you can mail here?

Mr. BOYD. Yes, sir. We have just begun our quarter, and last week we sent out by the American Express Company about 1,500 pounds to the sixteen Sunday schools that we furnish in New York and Philadelphia. They deliver it at exactly the same price, 1 cent per pound, and carry it to the houses instead of leaving it at the express office.

Senator CARTER. Why do you use the mails?

Mr. BOYD. The express companies will not carry the smaller packages. That is, they will not carry a package that weighs less than 10 pounds at that rate. The package must weigh 10 pounds or over. If it weighs less than 10 pounds, they put an additional charge on it.

Senator CARTER. What is the additional charge?

Mr. BOYD. I forget just what the charge is.

Senator CARTER. Is there a sliding scale?

Mr. BOYD. Yes, sir.

Senator CARTER. It is more for 1 pound than for 9 pounds, proportionately?

Mr. BOYD. Yes, sir; they have a rate they call a "thousand and one." That is an express term and I do not just understand it, as our mailing clerk attends to that, and I do not attend to it in person. But I know it is more. I think it runs up as high possibly as 4 cents a pound.

Senator CARTER. Do you ship all of your output embraced in 10 pound packages and over by express where the express company reaches the point of destination?

Mr. BOYD. We have not heretofore. We have been giving it to the post-office, because we felt that we had to go to the post-office anyhow and it is only when a customer prefers to have it go by express that we send it that way.

Senator CARTER. As I understand you, the express company gives you a better service than the Government on the package in excess of 10 pounds?

Mr. BOYD. Yes, sir; that is to say, they deliver it to the party.

Senator CARTER. They call for the parcel at your publishing house?

Mr. BOYD. Yes, sir.

Senator CARTER. And deliver it to the addressee at the other end of the line?

Mr. BOYD. Yes, sir.

Senator CARTER. And fix no limit of distance on that rate?

Mr. BOYD. Yes, sir; but we are novices and had not known that, or I had not, until within the last twelve months. I did not know the companies would do that.

Senator CARTER. We are all learning a little as we go along. [Laughter.]

Mr. BOYD. Yes, sir; I am very much obliged to you gentlemen. [Applause.]

Rev. Erastus Blakeslee appeared before the Commisison.

The VICE-CHAIRMAN. You may proceed, Mr. Blakeslee.

**STATEMENT OF ERASTUS BLAKESLEE, EDITOR OF THE BIBLE STUDY LESSONS.**

The VICE-CHAIRMAN. State your name and residence and the publications you represent.

Mr. BLAKESLEE. Rev. Erastus Blakeslee. My residence is in Boston. I am editor of the Bible Study Union Sunday School Lessons. I represent those lessons and other similar publications.

I did not expect to say anything this morning. I very much appreciate your courtesy in allowing me to say a few words. It is not my purpose to make any extensive remarks. I would, however, first, most heartily endorse the arguments which have already been presented against any increase in the postal rates on Sunday-School publications.

There are two points on which I wish to say a very few words. I do this because both those points have been raised in the questioning here to-day and neither of them has been met or spoken of, to any extent, at least, in the arguments that have been presented. One is concerning the right of the Sunday-school publications to second-class rates, whatever those rates are. That question has been raised by the Department. It has been raised here this morning. I have no doubt that the Department would be very glad to get rid of the enormous amount of discussion and loss of time this question has caused in the past and will cause in the future, unless it comes to some definite conclusion.

The idea of dropping the Sunday-school publications out of the second-class rates is almost unthinkable. It would make a disturbance in the country which would be immense and would be very disastrous to the Sunday-school interests and to every other interest, probably, that had anything to do with bringing about such a result.

Senator CARTER. It would be a little perilous just before election? [Laughter.]

Mr. BLAKESLEE. It would be very perilous indeed, I can assure you, with a good many Christian men who are voters and appear at the polls. That, however, is merely aside.

It seems to me that in view of this state of things, where a question has arisen, a question that has made a great deal of disturbance in the minds of the Department, and also in the minds of the publishers, it should be set at rest. Therefore we would most earnestly request that this Commission will in some way propose an amendment to

the existing laws to establish the right of Sunday-school publications with other publications in the mails, so that this question will not arise hereafter. Just how that will be done I do not know. Possibly it should be done in inserting the word "education" after the word "literature" in the fundamental law—that second-class publications shall be devoted to "information of a public character, or devoted to literature or education." If that word were put in perhaps it would cover the ground. That is for the lawyers to say, but it seems to me while the postal laws are being made over they ought to be made over in such a way as to put this troublesome question at rest forever, and set it at rest as it ought to be—that is, in the right way.

Senator CARTER. That is, by legislative definition?

Mr. BLAKESLEE. By some sort of legislative definition or inclusion which would, in reasonable interpretation of it, set this matter at rest. I would not suggest at all that the Commission should say that Sunday-school publications shall be admitted to the mails. That would be absurd. I say some general statement should be made which will easily and naturally apply to them, and this question will be forever set at rest.

It has been a very troublesome question to the publisher now for a long time. It has taken a great deal of time at the Department, and will continue to do so in the future, unless it is settled in some substantial way.

The VICE-CHAIRMAN. You suggest the insertion in the law of the word "education." It was suggested here yesterday by somebody that advertising is a high order of education. Would you regard advertising as a part of education?

Mr. BLAKESLEE. We do not insert advertisements.

The VICE-CHAIRMAN. I am asking you, in view of your suggestion of the word "education," whether that would, in your interpretation of that word, include advertising as a feature of education.

Mr. BLAKESLEE. I do not know that my opinion in regard to that is of any value, but I should not.

The VICE-CHAIRMAN. That is the reason I called it to your attention, in view of the suggestion that if we should insert "education," it would still leave every opportunity for difference of opinion.

Mr. BLAKESLEE. It would leave opportunity for difference of opinion in regard to some other things. I do not think it would leave any opportunity for difference of opinion in regard to Sunday-school publications, for they are decidedly educational.

The VICE-CHAIRMAN. But a gate that is large enough to admit a calf might admit a great many other things.

Mr. BLAKESLEE. If they are educational, it ought to admit them. Things that are really educational ought to be admitted, and it would be open for the Department to determine what things were educational.

The VICE-CHAIRMAN. Without diverting you, I wanted to call attention to that branch of it and ask you whether or not, if you inserted the word "education," which you have suggested, it would not still leave quite as much ambiguity of construction as the present law?

Mr. BLAKESLEE. I do not think it would, so far as Sunday-school publications are concerned.

The VICE-CHAIRMAN. I am speaking about publications generally.

Mr. BLAKESLEE. I am not here to speak of publications generally. I only speak for our publications, and I suppose other gentlemen speak for their publications.

We do not ask anything unreasonable. You can see yourself, in view of the tremendous interests which are bound up in these Sunday-school publications, touching, as they do, all classes of society all over this broad land, that great element in the community which is in our churches, that splendid part of the citizenship of this country, that it ought not to be disturbed, and anything that would throw out those publications and entirely disturb this whole body of people would be a very unfortunate thing.

Senator CARTER. Your publications are all now admitted, are they not, so far as you desire?

Mr. BLAKESLEE. No, sir; they are not.

Senator CARTER. Are some of them excluded?

Mr. BLAKESLEE. There are some that are pending. I presume they will be admitted. I hope so.

The other point I wanted to raise was this, and that is in view of what has been said here this morning also in regard to places left for written answers. It seems to me that if possible—I do not know whether it could be done or not—there ought to be something introduced into this new law which would also set that question at rest.

It is not desirable, of course, that Sunday-school publications shall be turned into blank books. Nobody wants to do that. It is, however, exceedingly desirable that there should be in these publications opportunity for doing a little writing. As a matter of fact, in most cases that opportunity left on the pages does not increase the number of pages. It simply appropriates a certain proportion of the page to a specific distinct purpose instead of covering it with printed matter, and the reason it is appropriated in that way is because of its entirely educational value. The point is here. No one questions the great value of Sunday-school publications to the body politic, to the public, to the country, to the Republic. In fact, they are second to none in their moral right, at least, to second-class rates.

Granting their right to second-class rates at all, they ought to be allowed to do the work for which they are granted second-class rates, that is, because of their value to the public, in the best possible way. They ought to be allowed to make themselves educationally as good as possible, and if they can prove their educational value, and so, their practical value, by being allowed to leave some blank spaces for written memoranda, answers, etc., it seems to me extremely right that they should be allowed to do it. That question has made a great deal of trouble, and most of them have tried to avoid the points raised by the Government. Yet, in so doing, they are cramped and hindered in regard to doing their work in the best way, and the Government does not get one cent advantage out of it. Why should the Government stand in the position of preventing the Sunday schools from doing their best possible work, and at the same time themselves get no benefit from it whatever? It seems to me, if there is any difficulty in the interpretation of the laws, the laws ought to be framed in such a way that such a result would be avoided. I have no doubt it could be done, and it seems to me it would be an extremely desirable thing to do.

The VICE-CHAIRMAN. On that point, if the Government should permit a Sunday-school paper to do as it pleases, as you suggest, after it has started in upon its work, and take on quite another form or character of matter so long as it is in line with the general subject-matter of the publication, would you feel that a publication of picture lessons—a quarterly of thirteen parts, thirteen little pieces of paper, each 2 by 3 inches—should be admitted as a publication, and then permitted to circulate in connection with those picture lessons a roll of paper weighing a pound and a half or a pound, 4 by 2 feet, as a part of its method of instruction by pictures?

Mr. BLAKESLEE. That is already admitted in the mails. That is not an open question at all.

The VICE-CHAIRMAN. I am asking you if, under your construction, you would feel that a paper which had become privileged to the mail as a 2 by 3 or 4 inch paper, instructing by picture lessons, might in the course of its instruction, after it had gotten the privilege, issue supplements or other features of that publication in the neighborhood of 2 by 4 feet in size, a number of large pictures aggregating 2 or 3 pounds in weight. They are all pictures; they are all instructive; we all agree they are of a highly educational and religious character; but as a practical business proposition would it be wise for the Government to enlarge the field at a low rate of postage to that extent?

Mr. BLAKESLEE. I do not see that the suggestion I made would enlarge the field in this respect at all.

The VICE-CHAIRMAN. You stated that Sunday-school publications ought to be permitted to pursue their particular line of religious education.

Mr. BLAKESLEE. They should be allowed to do their work in the best possible way educationally.

The VICE-CHAIRMAN. Exactly. I am asking whether that would not make a publication on a small paper or card, 2 by 4 inches in size, under the construction you have just given, admit of an enlargement to a 2-pound set of serial pictures of 2 by 4 feet?

Mr. BLAKESLEE. That is what exists at the present time.

The VICE-CHAIRMAN. That is true, but it might be changed.

Mr. BLAKESLEE. I think it would be unfortunate if it should be changed, because those picture rolls are of exceeding value. If the law can be changed so as to contain a provision in regard to the right of those particular things it probably will be changed.

The VICE-CHAIRMAN. Not as to the right, but would you entirely eliminate from the Government's consideration of the problem the difference in the cost of handling a pictorial publication aggregating a dozen pages, each 2 by 4 feet in size, from a small publication 2 by 3 inches in size? There is a difference in the handling of them. There is a difference in the cost of treatment of them. Would you eliminate the practical business side from the religious publications and circulate them just so long as they were of a high character and highly educational, regardless of the cost?

Mr. BLAKESLEE. The question, it seems to me, is a good deal larger than as it appears in its bald form. The Government encourages agricultural publications, publications of every description for agriculture, for manufacturing all sorts of things. It does an enormous amount of carrying for the benefit of the crops and the farm stock

and everything that relates to agriculture, and very properly. It does a great deal of carrying for the benefit of manufacturers, various kinds of trade publications. There is a little reading matter in them, but it is made up mostly of information and advertisements in regard to the trades—hardware and all the trades.

The VICE-CHAIRMAN. I was directing your attention to the marked difference in the physical character of the publications and the difference in the cost of handling.

Mr. BLAKESLEE. The point I was going to make was this. If the Government can afford to do all that for outside interests, so to speak, valuable as they are, and much as they ought to be helped, I think it can also afford to do everything the Sunday-school has asked for it, and I think a good deal more.

The VICE-CHAIRMAN. If an agricultural paper consisting of 13 small pieces of paper, each 2 by 4 inches in size, was devoted entirely to pictures of farm life, and to texts of industry applicable entirely to agriculture, would you think it would be proper for the Government in connection with the education of the agricultural people, by that method of publication, to admit to the mail as a part of that paper a publication along similar lines of interest to agriculture that would comprise 13 pages each 2 by 4 feet in size and weighing in the aggregate 2 pounds?

Mr. BLAKESLEE. I think that should be entered as a separate publication.

The VICE-CHAIRMAN. Whether it is a religious paper or an agricultural paper or not, ought the Government to admit it?

Mr. BLAKESLEE. Why not enter it as an independent publication?

The VICE-CHAIRMAN. Do you believe the Government or anybody else could accept in the mail in New York a publication of this character, 2 by 4 feet in size, composed of from 12 to 13 pages, the aggregate weighing approximately 2 pounds, and deliver it to the addresses anywhere for a cent a pound and not lose any money?

Mr. BLAKESLEE. I think it ought to do it if it is doing the same thing for every other kind of business and all other educational things.

The VICE-CHAIRMAN. I am simply asking the practical question whether it could be done at a cent a pound?

Mr. BLAKESLEE. I have no reason for knowing that it could not be. I know the express companies deliver over very large areas for a cent a pound and make money. Why the Government could not afford to do it at the same rate I do not know.

The VICE-CHAIRMAN. Do the express companies take packages and ship them across the country for a cent a pound?

Mr. BLAKESLEE. No; but over large areas.

The VICE-CHAIRMAN. This publication I call your attention to can be entered in the post-office in New York and sent across the country to San Francisco.

Mr. BLAKESLEE. Yes, or to the Hawaiian Islands.

The VICE-CHAIRMAN. To Hongkong.

Mr. BLAKESLEE. That is very true.

The VICE-CHAIRMAN. Then, as I understand you, this question of cost does not enter into your argument where the publication is of a highly educational character and in the interest of good citizenship.



Mr. BLAKESLEE. It is generally understood that it costs the Government considerable to carry second-class mail at a cent a pound. I presume no one ever doubts that. It does cost the Government a good deal every year.

The question is, ought the Government to make that consideration to the people for the sake of disseminating good reading matter and for general educational purposes, which lie at the very foundation of our whole system. I say the Government can afford to invest a great deal of money along those lines, and when it does invest the money it ought to invest it in the wisest possible way—that is, in such a way that those who are doing this work will have their hands untied and they can do the work in the best way they possibly can. That seems to me to be the fact about it. I doubt whether anyone will question the wisdom of the second-class mail rates in the country. That is, the people want it. The people can afford to have it. They ought to have it, it seems to me, and the only question is whether in having it they should be allowed to use their privileges to the best advantage, or be hampered by restrictions which arise from the phraseology of the laws, which were phrased years ago, before new conditions had arisen, and ought to be rephrased to meet current conditions. That is the way it seems to me, and I think this Commission has a great opportunity before it, not simply to restrict the use of the mail for second-class mail matter, but to make the best possible use of the second-class mail matter in the best possible way.

I think that is a very great opportunity. The country will live under the findings of this Commission, supplemented by acts of Congress, for the next twenty-five or thirty or fifty years. It is a matter of extreme importance to settle these questions in the best possible way, and my contention is that in regard to such a matter as this writing of answers, which does the Government no harm whatever, and does enable the Sunday-school people to accomplish their work educationally a good deal better than they could otherwise, the Sunday-school people should be left free by some sort of provision which should protect against unduly large spaces or the addition of blank pages in such a way as to burden the Government unreasonably, but should allow a certain liberty in that direction which would enable the Sunday schools to do their work as they ought to be able to do it, and to keep pace with the educational development of the age in which we live.

The VICE-CHAIRMAN. Do your publications embrace much advertising matter?

Mr. BLAKESLEE. Practically none at all. Occasionally we put in a page on the covers or something like that. There is practically none at all. Occasionally we have a page or two of advertising as a matter of accommodation.

Senator CARTER. Do you ship to any considerable extent by express?

Mr. BLAKESLEE. We ship, I suppose, more than half of our goods by express.

Senator CARTER. What, if any, limitations as to distance do the express companies fix?

Mr. BLAKESLEE. Our goods are shipped from Boston, and within the limits of the Potomac River and east of the Ohio we have the 1-cent-a-pound rate.

Senator CARTER. What does the service embrace?

Mr. BLAKESLEE. It embraces, as I understand it, the coming to the office to take the packages, which saves us delivery at the post-office, giving a receipt, so that the express company is responsible for the matter in case it should be lost, which the post-office does not do, and which fact has made us sometimes a good deal of trouble, and a delivery of the package at the other end to the person to whom it is addressed, whereas when the post-office gets it the person must go to the post-office and get the package for himself. It saves him a great deal of trouble. They will not take very small packages. My understanding is a little different from that which was stated a bit ago, but as I am not in the shipping department I can not speak authoritatively in regard to it. My impression is that we pay 5 cents for any package, however small, and after that at the rate of 1 cent a pound. It may be it is 10 cents, however small, and after that at the rate of a cent a pound, provided it is ten pounds. My recollection is that the limit is five pounds, and above that at a pound rate.

Senator CARTER. Both statements might be correct, the one in reference to the 10 pounds referring to the more sparsely-settled sections of the country where hauls are longer.

Mr. BLAKESLEE. It is immaterial. The last information I had about that was some little time ago, when the shippers said that they shipped pretty much everything that they could by express, on account of getting receipts, but that some of the smaller packages, which weigh less than 5 pounds, went into the mail because there was a little saving.

Senator CARTER. You ship by express only such packages as are delivered without breaking bulk?

Mr. BLAKESLEE. Without breaking bulk; yes.

Senator CARTER. The mails are used where individual copies are sent out?

Mr. BLAKESLEE. Individual copies and also packages without breaking bulk, when they are sent to the superintendent or other officers of the Sunday-school, who are the agents of the Sunday-school to secure the subscriptions or practically to order these goods.

Right there there is one point, if I may be allowed just one word. A difficulty seems to have arisen here this morning to understand why we can not make use of a slow mail, like a slow freight, that can be used for the delivery of packages which are ordered by the year, and the destination of which is known months before, but a great deal of this material is sent on immediate orders, ordered from quarter to quarter. The orders will not come until say a week before the beginning of the quarter. The week before the beginning of the next quarter is the busiest in the whole year in the office, because Sunday schools are sending in their orders at the last moment, either for the year or for the quarter, and therefore we can not send by slow conveyance under those conditions.

Senator CARTER. Do you likewise publish books?

Mr. BLAKESLEE. To a very limited extent.

Senator CARTER. What is your experience with reference to sending books by express or by mail? Is there any difference in the rate?

Mr. BLAKESLEE. No; it is 8 cents a pound in either case. They charge 8 cents a pound for carrying printed books.

Senator CARTER. The express rate is the same?

Mr. BLAKESLEE. The express rate is 8 cents, and the mail rate is 8 cents.

The VICE-CHAIRMAN. There is a cheaper freight rate, is there not?

Mr. BLAKESLEE. There is a cheaper freight rate, yes, if you want to send a quantity of books anywhere; but I was speaking of single copies.

The VICE-CHAIRMAN. A great many books are sent by freight, are they not?

Mr. BLAKESLEE. I suppose so. We do not publish books to any extent, but of course if a book publisher in New York has an order for a hundred copies to send to Chicago very likely he sends them by fast freight.

The VICE-CHAIRMAN. You spoke, in answer to one of Senator Carter's questions, about orders for your goods. Quite a number of those publications are treated as goods, are they not, and not as newspapers or magazines?

Mr. BLAKESLEE. They are, in one sense.

The VICE-CHAIRMAN. With regard to this big publication here that I have alluded to a number of times, 4 by 2 feet, there is not much difference between that and merchandise in the nature of books containing much the same matter this contains, is there?

Mr. BLAKESLEE. I do not see how you could get that matter in a book very well.

The VICE-CHAIRMAN. It would be in different shape. Is not that publication more in the nature of merchandise, as we speak of books as merchandise, than it is in the nature of a newspaper or a magazine?

Mr. BLAKESLEE. Possibly it may be.

The VICE-CHAIRMAN. Then what objection would there be to requiring a different rate of postage upon this character of Sunday-school publications from that which might be charged upon strictly religious literary work in the nature of newspaper or pamphlet publications?

Mr. BLAKESLEE. Possibly that might be a just solution of the matter. I should not be willing to state a definite opinion that it was, however.

The VICE-CHAIRMAN. You realize the difficulty of the Government treating a publication of this character at the same rate that it treats a religious treatise or pamphlet or newspaper?

Mr. BLAKESLEE. Yes; of course there is a difficulty there. The Government has serious trouble to deal with.

The VICE-CHAIRMAN. Then if the Government should, by change of law, require either a different method of handling a bulky publication like this, or a higher rate, your association would not construe that as an attack upon the religious benevolent societies by the Government, would you?

Mr. BLAKESLEE. That is published by religious benevolent societies, and they would feel just so much hurt.

The VICE-CHAIRMAN. I ask you, in view of your argument and that of your associates as to the importance of religious education, which we all admit, if the Government should see fit to treat printed goods like this, by reason of change of method or change of rates, differently from what it would treat a religious pamphlet or a religious magazine or a religious newspaper, that would not be construed as an attack upon the educational features of the religious society, would it?

Mr. BLAKESLEE. The point of your argument, as I understand it, is that this is big and heavy.

The VICE-CHAIRMAN. It costs more to handle.

Mr. BLAKESLEE. No; it does not cost any more to handle, pound for pound, in this way. It is 2 pounds and they get 2 cents for it. If it weighs a quarter of an ounce you get a sixteenth of a cent for it. That is the difference. The Government gets its pay at the rate of a cent a pound.

The VICE-CHAIRMAN. Exactly. It gets its pay at the rate of a cent a pound for this, but that could be eliminated from the mail and sent by freight. The Government could transport it much more cheaply than it could by mail, thereby making a saving.

Mr. BLAKESLEE. Yes; it could.

The VICE-CHAIRMAN. Would not that answer substantially the same purpose?

Mr. BLAKESLEE. No; it would not answer substantially the same purpose. In some few cases where these monthly rolls were ordered by the year they could be sent in that way, but the orders for these, to a very large extent, as I suppose, come in month by month or quarter by quarter.

The VICE-CHAIRMAN. What do you mean by slow freight?

Mr. BLAKESLEE. If you get an order on Thursday or Friday to send a roll like that some distance you can not get it there by freight. You have to either send it by express or mail to have it there before Sunday. That is what I mean. You see, practically a great deal of this material is sent out at very short notice, and there is the difficulty about slow freight for this material. Some of it could be sent by slow freight.

The VICE-CHAIRMAN. Would it make any difference to the people who have charge of the instruction in Sunday schools whether that article were received on Tuesday or Friday of the same week?

Mr. BLAKESLEE. No; not on Tuesday or Friday, but suppose they did not order it until Friday. You could not send it to them 500 miles away and get it to them by Sunday; but you could by express or mail.

The VICE-CHAIRMAN. If it were known six months or a year in advance of the change of methods that the Government would extract from the mail and ship by slower methods articles of that character, would not that tend to make orders a little bit earlier?

Mr. BLAKESLEE. It probably would, yes, to a certain extent; but you must remember that the orders for the Sunday schools are not always conducted in a very business-like way.

The VICE-CHAIRMAN. Do you not get a good many of your orders for a quarter and not for a week?

Mr. BLAKESLEE. We get a good many orders for the year.

The VICE-CHAIRMAN. Then the only disturbance would be the disturbance to the orders for the week?

Mr. BLAKESLEE. Yes. We never get orders for weeks, but orders for quarters or for the year. Orders for the quarter come at the end of the quarter a great many times; that is, just before the beginning of the quarter and the end of the other quarter. They do not know how many they want—how many people they have in that school. The school has increased or diminished in numbers, and they make the new subscription to meet the exigencies as they then arise.

The VICE-CHAIRMAN. If this law with reference to legitimate subscribers were rigidly enforced, do you believe you would escape

disturbance in the method of your subscriptions now, that you can hold that a shipment of several hundred copies would make that Sunday school a legitimate subscriber?

Mr. BLAKESLEE. I think it is. I think the institution is a legitimate subscriber.

The VICE-CHAIRMAN. Then if I make an order for Indianapolis for a thousand copies, would I be a legitimate subscriber for a thousand copies?

Mr. BLAKESLEE. If you were a duly accredited agent of the city of Indianapolis, and the city of Indianapolis wanted 10,000 copies of some educational publication to be distributed in its schools, and you should subscribe, it seems to me that is a legitimate subscription.

The VICE-CHAIRMAN. Do the members of this school to which these copies are given determine, individually, how many copies they want before the order is made, or does the official representative of the school determine that?

Mr. BLAKESLEE. The schools vote what lessons they will use.

The VICE-CHAIRMAN. I mean the scholars.

Mr. BLAKESLEE. Sometimes the teachers, and sometimes the scholars.

The VICE-CHAIRMAN. Take a Sunday school of 300 pupils. Do those pupils have any voice in determining how many copies they will want?

Mr. BLAKESLEE. Not how many copies they will want, but what they will have; and then they leave it with their teachers and higher officers to order for them. The scholars in a great many Sunday schools pay for them individually.

The VICE-CHAIRMAN. If that were extended, under that interpretation, what objection would there be to the Government granting the same privilege to commercial bodies to let one individual order for all the people of his association?

Mr. BLAKESLEE. If it were a lodge or order of any kind where they wanted to distribute at their lodge rooms a hundred copies of a periodical relating to their interests it would seem to me just as legitimate for them to order through their secretary or treasurer for the benefit of the members as it would be for individual members to send in their personal subscription.

The VICE-CHAIRMAN. Then suppose a thousand copies are ordered for a lodge or a fraternal organization for Indianapolis and another thousand copies for three different Sunday-schools at Indianapolis for a quarter, what objection would there be to the Government handling that by freight between New York and Indianapolis, and distributing it?

Mr. BLAKESLEE. Not the slightest, provided the orders were gotten in soon enough.

The VICE-CHAIRMAN. Then it is not the fault of the Government that people are delayed in making their orders, is it?

Mr. BLAKESLEE. The Government must adapt itself to conditions as they actually exist.

The VICE-CHAIRMAN. And the people must adapt themselves to the law.

Mr. BLAKESLEE. Well, the law ought to adapt itself to the people.

The law ought to be the expressed will and wish of the people. [Applause.]

The VICE-CHAIRMAN. When it has been ascertained that the people want a certain publication, simply want it distributed, and the voice of the people is to be crystallized into a law for the purpose of system, then there must be an adaptation to the law after it is crystallized.

Mr. BLAKESLEE. After its crystallization, but it ought to be crystallized in a way which will accommodate the people best, and not a way which will accommodate the Department. [Applause.] I believe the people ought to be accommodated. I believe the Government exists for the people and not the people for the Government. [Applause.]

The VICE-CHAIRMAN. There is no argument between us on that.

Mr. BLAKESLEE. That is the way it seems to me.

The VICE-CHAIRMAN. But when that has been done ought there to be such laxity of the law as will admit of constant and frequent changes of the forms of publications? Ought that to be considered at all?

Mr. BLAKESLEE. If it is changed so as to alter its character, that is the end of it. It is a new publication afterwards.

The VICE-CHAIRMAN. After the people have desired Sunday-school pictorial lessons, which are distributed on a card 2 by 4 inches, and afterwards the law is crystallized to meet that demand and the expense of its treatment adapted to the system, then would a change of pictorial lessons to an article 2 by 4 feet in character have any effect upon the question of distribution?

Mr. BLAKESLEE. As a matter of fact, I do not know whether that was afterwards or not.

The VICE-CHAIRMAN. I am speaking of the possibility of the construction of the law.

Mr. BLAKESLEE. I suppose you could hang yourself with almost any law, if you chose to, but I think it is a great deal better not to do it.

The VICE-CHAIRMAN. Does not all this demonstrate, Mr. Blakeslee, that there is a decided lack of definiteness to the law and a necessity for changing it?

Mr. BLAKESLEE. I think it does. I think a law which was enacted in 1878, was it?

The VICE-CHAIRMAN. 1879, I think.

Mr. BLAKESLEE. 1878 or 1879—a law which was enacted a third of a century ago ought to be changed, ought to be adapted to present conditions; and in adapting, the main thing, it seems to me, in the adaptation ought to be to make it meet most nearly the needs of the people at this present time.

The VICE-CHAIRMAN. That is right.

Mr. BLAKESLEE. That is precisely what we want to do, and it was on that account that I made these few suggestions in regard to the law.

The VICE-CHAIRMAN. But, agreeing to all of that, which I in no wise dispute, should not the element of expense enter into it?

Mr. BLAKESLEE. The element of expense should be considered,

but it should not be considered to the detriment of the Sunday-school interests when other interests do not suffer in the same way. That is, Sunday-school interests ought to be allowed a square deal in the matter. I presume they will be, but they ought to be, certainly. We are asking to make sure we will be treated as well as anybody.

The VICE-CHAIRMAN. You have no information that you are likely to be treated differently, have you?

Mr. BLAKESLEE. Well, the fact that the Government and this commission have both raised the question as to whether we are entitled to be in the mails at all makes us a little nervous.

The VICE-CHAIRMAN. Where has this Commission raised that question?

Mr. BLAKESLEE. By the questions which have been asked, the questions which the chair has asked.

The VICE-CHAIRMAN. I am trying to draw out from you information, regardless of what my opinion is.

Mr. BLAKESLEE. I was not thinking of your individual opinion; but the attitude of the questions asked was to question the right of a quarterly to be in the mails, and, therefore, it seemed to me it was necessary to safeguard that point a little, because I know there was quite a long discussion, which Mr. Glassie will remember, in the Department at Washington, last fall.

The VICE-CHAIRMAN. If the Government or the people could make a saving by a change of method, which would not result in a real disturbance of the proper distribution of the matter, and without any increased rate to the publishers or the subscribers, do you regard it as at all commendable?

Mr. BLAKESLEE. No; I think it is a perfectly proper thing to do; but it can not be done as completely as you might think in regard to this particular matter, because a great many of the subscriptions come in too late to take advantage of the slow mail.

The VICE-CHAIRMAN. The only criticism you have of that is the possibility of delaying shipments?

Mr. BLAKESLEE. They would not reach their destination at the proper time.

The VICE-CHAIRMAN. And if that could be overcome by more prompt filing of orders there would not be that criticism?

Mr. BLAKESLEE. There is not enough power in the Government of the United States to make Sunday schools do just as it wants to have them do. There are too many Sunday schools and there is too little power. I doubt if there could possibly be power enough in any government to do it. We can not make the people do what we want to have them do. If we could it would be a good deal better world than it is; but we have to do the best we can with people as they are, and with the habits of people as they are, and with the methods of doing business as they actually exist at the present time, and adapt our work to it.

So far as those conditions are concerned, the actual situation is this: The most convenient way to serve the public in this respect is to put your quarterlies of different grades and the other things in a bundle; put them in the mail or in the express and send them along when they are ready. The more the Government interferes with that per-

fectly simple and natural way of doing business the more trouble it will make and the less it will serve the interests of the people.

The VICE-CHAIRMAN. But supposing a publishing house in New York has already received orders for delivery in Chicago aggregating several carloads of publishing matter for distribution in Chicago, would there be any criticism of the Government shipping that by freight?

Mr. BLAKESLEE. Not the slightest, that I can see. A great deal of that is already sent by freight, as I told you this morning.

The VICE-CHAIRMAN. By the publisher?

Mr. BLAKESLEE. By the publisher. They send it by freight. There would not be the slightest objection to that. The only objection to it is making it possible to compel an inclusion of all that material in the slow freight. You see you can not include all of it. It is impossible as a matter of business.

The VICE-CHAIRMAN. I quite agree with you; but wherever the Government could handle these publications in freightable lots after they have been delivered to the Government it ought to have the right to do it, ought it not?

Mr. BLAKESLEE. Yes. For instance, I see no objection whatever to having the Government say, "if you send those packages by slow mail to Chicago, we will send them for a quarter or half a cent a pound instead of a cent a pound"—making it some inducement to do it. Possibly the people might be able to do it. But to say "we want 4 or 5 cents a pound for sending them in any other way" would be a great mistake, it seems to me. I think it would be very desirable for the Government to make a consideration to the public along that line that things that could be sent in advance by slow mail could be sent at half rate.

The VICE-CHAIRMAN. Or by freight.

Mr. BLAKESLEE. By slow mail or by freight. It could be sent at half rate.

Senator CARTER. How would the Government, under the recent rate law, be able to get better rates than the publishers?

Mr. BLAKESLEE. The Government is the Government. It does about as it has a mind to.

The VICE-CHAIRMAN. I thought you said it does about as the people want it to do.

Mr. BLAKESLEE. It ought to.

The VICE-CHAIRMAN. That was the cause of the rate bill.

Mr. BLAKESLEE. The question is whether it does or not. I think the Government ought to make laws to express the will of the people, as nearly as possible, and then they ought to be carried out in the same spirit. The trouble is the laws are made to express the desires of the lawmakers rather than the will of the people a great many times, and the execution of the law is according to the whim of the officers rather than right or justice. That we all understand, and we get along the best way we can.

I have no doubt the Department has a hard time of it—that is, has a great many very difficult questions. I think General Madden is one of the men to be pitied for the immense number of very difficult, trying, hard questions that must come before him for settlement.



He has been extremely courteous and kind in regard to all this matter all the way through, and, without knowing anything about his particular view of it, I feel quite sure he would be very glad to have the law made more simple than it is, and I am sure everybody connected with it would also.

Representative MOON. Doctor, is the profit on your business or publication so light that if the Government should conclude to raise the rate on matter of the second class half a cent, it would materially hurt you?

Mr. BLAKESLEE. Yes; it would. It would be a very serious blow to us—even half a cent a pound.

Representative MOON. What would your losses be from your present gains? Of course, I do not want to inquire into your business.

Mr. BLAKESLEE. That depends on how much you ship by the mail and in other ways, and also on whether the express companies would raise their rates to correspond.

Representative MOON. Your business is conducted at a very light profit, is it not?

Mr. BLAKESLEE. Very light; yes. Sunday-school publications are probably published at the lowest net rate of profit of any publications before the public at the present time, because they are so largely of a benevolent character.

Senator CARTER. And they are in no sense devoted to advertising?

Mr. BLAKESLEE. No; the advertisements are the merest incident in our business. We have one page of advertising which is connected with the business itself, but it is done outside, and we put in occasionally a cover page of some kind where we have to have it, but we will not get \$50 a year, perhaps, out of the advertising. It does not amount to anything.

Representative MOON. If the rate were increased one-half a cent, as suggested, would it cause you to issue and distribute fewer papers or not?

Mr. BLAKESLEE. It would set our directors down to consider the problem as to whether we should raise the price of the paper accordingly, or the stockholders should pocket the loss, and it would be a very serious question.

Representative MOON. Would it very materially injure the reading of the religious public, if we might so term it, if the board of directors were to raise the price of your publication to meet the increased Government rate?

Mr. BLAKESLEE. It would, because the Sunday schools as a rule find it pretty hard to raise the money to pay even present prices, and a good many of them are pretty slow pay. They do find it hard. They are in arrears to a very large extent at the end of the year, and they can not bear any greater burden than is already put upon them. It seems to me they ought to be relieved of burdens rather than to have burdens increased. Even an increase of ten or fifteen or twenty dollars a year in the cost of their quarterlies in any Sunday school would be felt quite severely, and it would come out of the pockets of people who could ill afford to pay it. That is the reason we feel so strenuous about this matter. If the people were perfectly willing to pay 25 cents instead of a few cents for a quarterly, a dollar a year instead of a few cents a year, it would be a different matter; but, as a matter of fact, they must be furnished almost at cost and as a

matter of benevolence, a matter of Christian work and kindness, and it is done *pro bono publico*. Most emphatically I think it ought to be so recognized.

Representative MOON. You figure, then, it would prevent the religious advancement of the people to increase the rate half a cent?

Mr. BLAKESLEE. I think it would, because it would embarrass the Sunday schools, certainly the poorer Sunday schools that especially need help of this kind, such as the Sunday schools already referred to here in the South, our colored Sunday schools. It would be a great calamity to have anything happen that would embarrass them in the least in the good work in which they are engaged.

Representative MOON. Would your conclusions on that question apply to other publications than religious publications?

Mr. BLAKESLEE. I do not represent any other kind of publications, and I do not care to make any conclusions about them.

The VICE-CHAIRMAN. When the agricultural publishers were heard yesterday there was one of their number not present, Mr. Wallace. I understand he is now present.

Mr. ROWLAND. May I be permitted to add just a word about the matter of this roll, which seems to be the main difficulty? It is really a very unimportant matter. There are only about 15,000 or 20,000 of those rolls issued throughout the country, and that is a very small issue as compared with the other issues made by these Sunday school publishing houses. If the Post-Office Department thinks that does not come under the second-class matter, I am sure none of us, while we would be very glad to have the present rates continued, would find any fault with their decisions.

That is an unimportant matter and we do not desire that the impression should prevail that we are standing for this roll or for anything that in the judgment of the Post-Office Department does not properly come under second-class rates.

The VICE-CHAIRMAN. If Mr. Wallace is present he will be heard at this time.

Mr. H. C. Wallace appeared.

**STATEMENT OF H. C. WALLACE, EDITOR OF WALLACE'S FARMER,  
DES MOINES, IOWA.**

The VICE-CHAIRMAN. You may state your name and the publications you represent.

Mr. WALLACE. My name is H. C. Wallace; I am manager of Wallace's Farmer, at Des Moines, Iowa. At the time I was granted recognition it was not as a representative of any organization or publication.

The VICE-CHAIRMAN. I stated that while the subject was under consideration you were not present. I was simply stating that when the Commission heard the representatives you were not present.

Mr. WALLACE. Yes; since I was granted representation here I have been commissioned by certain other publications to represent them also, and with your permission I will hand these letters to the secretary. These publications are—

The VICE-CHAIRMAN. Just put them in the record and proceed with your statement.

Mr. WALLACE. Very well.

The letters referred to are as follows:

[National Stockman and Farmer, The Axtell-Rush Publishing Co., publishers.]

PITTSBURG, PA., *September 27, 1906.*

POSTAL COMMISSION,  
*Temple Court, New York City.*

GENTLEMEN: Having consulted with Mr. H. C. Wallace, of Des Moines, Iowa, in regard to his permission to address you on the subject of second-class postage, we beg to say that we understand his position in the matter thoroughly, and advise that we fully concur in the argument which he shall produce before your honorable Commission.

We bespeak for Mr. Wallace a courteous hearing, as he represents a high-class agricultural paper, and his arguments will be from a standpoint of publishers who are endeavoring to furnish the agricultural classes with legitimate information along their line of work.

Yours, very truly,

THE AXTELL-RUSH PUBLISHING CO.,  
Per T. D. HARMAN, *Manager.*

[The Ohio Farmer. Established in 1848. The Lawrence Publishing Co., proprietors, 201 to 209 St. Clair ave., N. E., Cleveland, Ohio.]

SEPTEMBER 28, 1906.

UNITED STATES POSTAL COMMISSION, *New York City.*

GENTLEMEN: We have thoroughly discussed with Mr. H. C. Wallace, who represents us before your distinguished body, the ideas that he has concerning the proposed advance in rates on second-class matter, and as publishers of the Ohio Farmer, of Cleveland, Ohio, and the Michigan Farmer, of Detroit, Mich., which we believe are generally acknowledged to be high-class agricultural papers, we most heartily endorse the arguments that Mr. Wallace will place before you on this occasion.

Trusting that whatever action your committee may take it may have the effect of stopping the flood of filthy, worthless, and criminal literature that is now being dumped upon farmers in all parts of the country, we are,

Sincerely, yours,

THE LAWRENCE PUBLISHING CO.,  
By M. W. LAWRENCE, *Vice-President.*

[The Farmer's Guide, Ben F. Biliter, managing editor.]

HUNTINGTON, IND., *October 1, 1906.*

POSTAL COMMISSION, *Holland House, New York, N. Y.*

GENTLEMEN: The undersigned has had the privilege of reading the summary of the argument to be presented to your Commission by Mr. H. C. Wallace, of Wallace's Farmer, Des Moines, Iowa. I wish to express my complete approval of what Mr. Wallace has to say.

I am decidedly in favor of limiting the sample copies of papers having a general circulation to a small per cent of their actual paid-in-advance subscriptions, and that publishers be not permitted to continue sending papers after the expiration of the time paid for. I am quite willing that the Post-Office Department shall say what is a fair or nominal sum shall be the subscription rate.

I repeat this much by way of emphasis. What Mr. Wallace says has my full indorsement.

Very respectfully,

BEN F. BILITER,  
*Managing Editor, Farmer's Guide.*

[The Breeder's Gazette, a weekly journal devoted to the interests of the American stock farm.]

CHICAGO, October 1, 1906.

UNITED STATES POSTAL INQUIRY COMMISSION,  
New York, N. Y.

GENTLEMEN: We have given the matter of proposed modifications in the law governing transmission of second-class matter through the mails considerable thought, and beg to say in a general way we heartily approve of the position assumed relating thereto by Mr. H. C. Wallace, who will present this letter in our behalf.

We do not hesitate to say that the proposed advance in the rate would be distinctly detrimental to the development of the higher grades of agricultural journals. We agree, on the other hand, that something should be done to relieve the Government. Relief, however, should come not at the expense of newspapers having a legitimate circulation obtained at a reasonable rate, but through such amendment to the existing law as will insure the enforcement of the intent of Congress as expressed in the last clause of paragraph 4, section 428. If your honorable body can devise any method of excluding from the benefits of the present rates of publications "designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates," that, in our judgment, will give the Department the required relief and will simply insure the faithful carrying out of the spirit and intent of the law.

If, as seems clear, it is impossible to prevent the abuse of the mails through the application of this clause in its present form, then we should favor a specific declaration by Congress as to what constitutes legitimate circulation entitling a periodical to the favorable rates made under existing law. It seems to us that any publisher who opposes this proposition by virtue of that act tacitly confesses that he desires to evade the real purpose of the statute as it stands.

Respectfully, yours,

SANDERS PUB. CO.,  
Per ALVIN H. SANDERS, *President*.

MR. WALLACE. In solving the problem of second-class postage there are but three courses open for the Government.

First. Permit present conditions to continue, which means that the volume of second-class matter will constantly increase with a proportionate increase in the loss sustained by the Government in carrying it.

Second. Increase the charge for carrying second-class matter sufficiently to cover the cost of the service.

Third. Amend the present law so that it will, to the greatest possible extent, do away with the outrageous abuses which have grown up under it, and which the Post-Office Department seems powerless to prevent, and make the law as amended so plain and direct that it can be easily enforced.

As to the first of the alternatives presented, the abuses under the existing law have become so flagrant that the need for a remedy of some sort is recognized as imperative by all who are familiar with the conditions. The interest of the country demands that present conditions shall not be permitted to continue.

I turn therefore to the second alternative, that the charge for carrying second-class matter be increased sufficiently to cover the cost.

The publisher who is a beneficiary of this concession or subsidy from the Government will naturally oppose any increase in the rate he must pay for postage, and he will oppose this with all the more energy because this concession which he receives from the Government has long since been passed on to the people who subscribe for his paper. The publisher has in fact reduced his price more in proportion than the postage concession which he has received. During

the past five or six years when almost everything that the people eat or wear or use has increased in price, the subscription price of publications has steadily decreased. To increase therefore to any appreciable extent one of the heaviest expense items in connection with publishing a paper, would compel the publisher to entirely readjust his methods of doing business.

The man who is engaged in a line of business which makes him directly or indirectly a competitor of the publisher who enjoys the second-class rate will naturally most earnestly favor an advance in this rate.

The business man who knows that the only way to make a profit in a business enterprise is to take in more money than he pays out will look at the balance sheet of the Post-Office Department and say that the thing to do, and the only thing to do, is to advance the charge for carrying second-class matter to a point where the amount of money taken in is sufficient to pay the cost of the service rendered.

The legislator must consider this question from the standpoint of the people as a whole and not the interests of any individual or class of individuals, and must settle it in such a way as to best serve the interests of the people.

On the question: Shall the charge for carrying second-class matter be increased sufficiently to pay the cost of the service? this commission will not lack for information. What I have to say on this phase of the subject will be directed toward pointing out the effect such an advance will have upon the better class of agricultural publications, and I preface it by saying that publishers of this sort appreciate as fully as any other class of men the need of radical changes in the existing law governing second-class matter.

First. An advance in the second-class rate would cripple most of the meritorious agricultural publications.

Second. To simply advance the second-class rate without at the same time making certain radical changes in the law will not reform the abuses which have grown up under the present law.

Third. The financial loss to the Government, however great it may be, is the least of the evils which have grown out of this special second-class rate.

Fourth. If there were good reasons at the time this law was enacted for stimulating the circulation of publications of an educational character by giving them low rates of postage, then those reasons exist to-day.

Fifth. The Government recognizes the importance of distributing educational agricultural literature either partly or wholly at Government expense.

Discussing these points in their order, there is no high-class agricultural publication in the United States whose publisher can afford to pay a postage rate of 8 cents per pound, or 4 cents per pound, or any advance whatever, without making changes in his method of conducting his paper which, entirely apart from his own interest, would be detrimental to the agricultural interests. He would be forced to either raise the rate charged subscribers, or the rate charged advertisers, or decrease his expenses to an extent approximately corresponding to the increased cost of postage. Let us suppose that the rate is advanced and that the publisher of a high-class agricultural

paper undertakes to meet this increased postage expense by a material increase in the subscription price of his paper. In our own case, on the basis of last year's business, if the postage rate should be advanced to 4 cents per pound we would be compelled to increase our price about 32 cents per year. If it should be advanced to 8 cents per pound the necessary increase would be about 64 cents per year. The impossibility of making such an advance in the subscription price, without at the same time suffering a tremendous loss in the number of subscribers, is perfectly understood by anyone who knows the conditions in the agricultural field.

If the publisher could be guaranteed the continued patronage of his advertisers at the rate in force at the time of the advance in the subscription price, he could make this advance successfully and profitably. But his advertising patronage depends upon the quantity and quality of the circulation of his paper and the price charged for advertising is based upon this circulation. An advance in subscription price would mean a decrease in the circulation, and decrease in the circulation would mean a decrease in advertising, or a lower rate for it. Therefore, the unfortunate publisher would be confronted with an increase in one of his heaviest expense items and a decrease in his revenue, and would be driven to some other means of meeting the new conditions caused by the increase in the postage rate. The history of some of the best magazines during the past fifteen years shows what would happen to the publisher of a high-class agricultural paper should he undertake to materially increase his subscription rate.

If the income can not be increased, then the expense account must be reduced. The heaviest item of expense is the cost of the white paper. The better publications use either a machine-finished book paper or a grade of calendered paper, on which the print shows up clearly and attractive illustrations can be used successfully. A material advance in the postage rate would control most high-class weekly agricultural publications to use paper of a lower grade, both because such paper will cost less and because it weighs less to the ream, thus reducing the postage bill as well as the paper bill. With the reduction in the quality of the paper must come a corresponding reduction in the typographical appearance, and it would be found necessary to omit the attractive illustrations which could be well printed on the better grade of paper but not on the cheaper, and which have had a distinctively educational influence on the people of the country. Having made these changes, the high-class paper has been reduced in appearance to the level of the agricultural "mail-order" paper with which it must compete, and within a very short time the publisher would find himself forced to adopt the methods of boom circulation which these cheaper publications are now following, and to accept advertising from anyone who can pay the price without concerning himself as to the character of such advertising.

My second proposition, that an advance in the rate without certain radical changes in the law will not reform the abuses which have grown up under the law, is self-evident. An advance in the rate would do away with the loss the Government bears and nothing more. It would put the Government in the position of a city which has been

licensing saloons and immoral houses at \$100 and in response to an aroused public sentiment simply advances the license fee to \$500.

My third proposition, that the financial loss to the Government is the least of evils which have grown out of this special second-class rate, is perfectly well understood by any one who has given any attention to this subject. By far the greater evil is the distribution of a class of papers which are not fit to go into any home or to be read by any self-respecting person. They are filled with not only the lowest grade of reading matter, but of the vilest sort of advertisements, which contaminate and debauch. Speaking especially of agricultural papers, I do not think it can be charged that any agricultural paper is guilty of publishing in its editorial columns any matter which has a distinctively unwholesome moral influence; but many agricultural papers are filled with the very worst sort of agricultural trash, which is not only not helpful, but distinctively misleading, and which is probably doing more than any one thing to retard the spread of agricultural knowledge. In the matter of advertisements many agricultural papers have been as guilty as any other class of publications.

Fourth. At the time this law was enacted the intention evidently was to stimulate the circulation of newspapers and periodicals of an educational character on the theory that they were helpful in the general education of the people of the country. With the mass of worthless literature now in circulation in this country, there never was a time when there was more need of placing really instructive and educational publications in the hands of the people. It is a question whether, purely as a matter of public policy, this Government can not afford to incur even greater loss than it now sustains through the second-class mail matter, if by so doing it can increase the circulation of really educational publications without at the same time stimulating the circulation of publications of a worthless sort.

Fifth. The Government recognizes the fullest possible way the importance of distributing educational agricultural literature at Government expense.

The Agricultural Department at Washington and the various State experiment stations are now permitted to send through the mails without any charge whatever hundreds of tons of pamphlets and bulletins consisting of the same general class of matter that is found in agricultural publications of the better class. For example, last year the Department of Agriculture issued a total of 20,000 printed pages. Of a publication known as Farmers' Bulletins, a total of 4,782,643 were distributed upon the orders of Senators, Representatives, and Delegates in Congress; of the Year Book, 500,000 copies are published and distributed; the total number of documents distributed reaching the enormous total of 12,089,653 copies. I have no means of ascertaining the total number of bulletins distributed by the different experiment stations of the United States, but it would reach an enormous figure. Not only are these pamphlets and bulletins by the Department of Agriculture and by the experiment stations sent without charge for postage, but they are prepared and printed entirely at public expense. For most of these bulletins no charge whatever is made. They are sent free to those who ask for them. The need, therefore, of disseminating agricultural information at

public expense is most fully recognized by the Government. The better class of agricultural papers contain matter which is fully as valuable and fully as educational in every respect to the farmers and stockmen as the matter contained in the bulletins and pamphlets most freely circulated by the Department of Agriculture and by the State experiment stations. As a matter of fact, great as is the number of bulletins sent out by the Department and by the stations, the information they contain would reach but a very small number, comparatively, of those for whom they are prepared if it were not that the most valuable portions are reproduced in the agricultural papers of the better class, the subject matter being revised and worked over and put in such shape that it can be understood and digested by the average reader.

What I have said with regard to this work of the Department and of the experiment stations is not in a spirit of criticism, for no one has a higher appreciation of the work of the Department and of the stations, and the paper with which I am connected has done as much as any other paper published to help develop the Department and the stations and to inspire the farmers of the country with confidence in them. I refer to this matter to show that sending out these bulletins without charge for postage and entirely at Government expense is the strongest possible recognition of the principle that the circulation of educational agricultural literature is worth something to the people as a whole, and that if necessary the Government can well afford to circulate it at a loss.

#### CAN THE PRESENT LAW BE EFFECTIVELY AMENDED.

Whether it is determined to advance the rates for second-class matter or not, the interests of the people of the United States demand that the provisions of the law shall be clear and positive and capable of enforcement. The present law contains one provision which in my judgment if enforced would in itself largely solve this question. I refer to the fourth provision under section 428, Postal Laws and Regulations, which reads:

It (referring to the publication entitled to second-class rates) must be originated and published for the dissemination of information of a public character, or devoted to literature, the sciences, arts, or some special industry, and having a legitimate list of subscribers: *Provided, however,* That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily for advertising purposes or for free circulation, or for circulation at nominal rates.

Failure to enforce this provision of the law is more than any other one thing responsible for the evasion of the law and the abuses which have grown up under it. If every publication admitted to second-class rate should be held strictly up to the provisions of the section above quoted, the volume of second-class matter would be greatly reduced, and the circulation of worthless publications would be almost stopped. It seems, however, that the Post-Office Department is powerless to enforce this distinct provision of the law. There are thousands of papers now enjoying the second-class privilege which violate this section constantly, and which continue to violate it notwithstanding the fact that the Post-Office Department has knowledge



of these violations and has had for years, and has in some cases endeavored to stop them.

I refer to one case with which I happen to be familiar and which, I think, is a fair illustration of a large number of other cases. About ten years ago the publisher of a certain agricultural publication, finding his circulation decreasing, placed upon his list many thousand names of farmers, without their request and without their knowledge. At the time these names were placed on its list the paper mailed to each one of these farmers a postal card on which was printed a statement that, at the request of a "mutual friend," the paper would be sent to the farmer addressed from that date, which was early in the year, until January 1 of the next year. The postal card further stated that there would be absolutely no charge to the recipient and that the card might be regarded as receipt in full until the date named. I believe this particular case was investigated by the Post-Office Department and that this publication was ordered to discontinue the sending of papers to these names. But, as a matter of fact, it continued to send the paper, marking it "marked copy" or "sample copy" instead of retaining the names on its regular subscription list. Having established a precedent of sending this paper without any charge whatever, this publisher found himself under the necessity of continuing the practice in one way or another in order to maintain its circulation. The year following, therefore, he sent salaried representatives to call upon the publishers of county papers in different parts of the State, who made contracts with these county publishers by which they agreed to send this publication free of charge, without limit as to number, to all actual farmers who were subscribers to the county papers, and to all who might become such during the year. The publication also agreed to notify, by postal card or letter, each one of these farmers that his subscription had been paid for until January of the next year. The county paper in turn agreed to furnish this publication with the names and post-office addresses of all its subscribers who were farmers, and to send in all new farmer subscribers as fast as they might be received; and in payment to the publisher in question for sending his paper to these farmer subscribers the county paper agreed to publish certain advertising of the paper.

This arrangement to publish advertising was simply for the purpose of enabling the publisher in question to claim that he was getting value received for his publication, for the advertising was valueless when every farmer subscriber was already receiving the paper for nothing. The purpose of the arrangement was to enable this publisher to pad his circulation. For several years, therefore, this particular publication was circulated gratuitously, and if the facts could be ascertained it would be found that the main part of its circulation was of this sort.

Following this scheme another arrangement was made with county papers by which this publication, together with three others published by the same firm, were all sent one year through the county paper for only 25 cents. The publisher of the county paper was required to offer his paper and the four other papers in question all for the price of his own paper alone, and to advertise this combination liberally in his own columns. This particular publisher received for each subscription to these four papers the sum of 25 cents.

Not considering any cost but that of the clean unprinted white paper and postage, each of these subscriptions cost him about 57 cents per year. It is fair to assume that the other costs, including the cost of making the arrangement with the county publisher to begin with, would amount to an even greater sum.

This arrangement with the county papers was continued, first in one State and then in another, as long as the latter could be persuaded to continue it. The county publisher found, however, that although the arrangement on first thought seemed most favorable to him it did not prove so favorable in the end. He found that in giving this publication with his own at the price of the latter alone, he was educating his subscribers to expect something for nothing, and they were beginning to expect him to throw in something to induce them to subscribe for his paper. He also found that this publication did not discontinue sending the paper when the time for which the subscription was paid had expired, and that his subscribers to whom he had sent his paper for nothing one year were being billed for succeeding years at the rate of \$1 per year, and that these bills were being forced through a collection agency. Naturally his subscribers blamed him for forcing onto them a paper they did not want and which was finally costing them dearly, even though they received it for nothing the first year.

This publication had now been distributed gratuitously, or at less than a nominal price, for so many years that it was found impossible to secure for it a circulation of any magnitude in any other way. Its publishers were forced to devise some other scheme for getting it into the farmer's home without either his request or consent. Their next scheme was to send traveling representatives to the country bankers in its territory and arrange with one in each town to subscribe for from 100 to 500 copies each for the period of one year and send these to the farmers who were patrons, present or prospective, of the bank. The banker was usually charged at the rate of 25 cents for each of these yearly subscriptions, although I have been informed that in some cases this price was cut to as little as 15 cents. In addition to sending this weekly paper a full year for 25 cents the publishers also printed a letter, purporting to come from the bank, and sent it under 1 cent postage to each of the farmers to whom the paper was sent. The subject matter of this letter was to the effect that the banker had paid for the paper to be sent to the farmer's address for one year and requesting him to accept it with his compliments. The publisher received for these subscriptions, as before stated, the sum of 25 cents per year. The cost to him of sending the paper for the year, counting nothing for labor, nothing for the general expenses, nothing for power, nothing whatever except the clean unprinted white paper and postage, was 38.4 cents per year. Add to this 2 cents for the cost of the circular letter and postage on same and the cost for these three items alone was 40.4 cents.

The purpose of the publishers in taking circulars of this sort is very clearly shown in the following, which is a copy of a letter received by the publishers of a leading live-stock paper October 19, 1905.

Your local representative has asked me for suggestions as to how your list can be built up in Iowa. I am a reader of your paper and enjoy it. I was for a few years State circulator for the Iowa State Register, both daily and weekly. We did business on the honest plan then, but it can't be done now.

The \_\_\_\_\_ of this city have a man in charge of their circulation who draws \$50 a week; he pays his field men \$15 per week and small commission besides. They go to a banker or business man in a town and sell him 100 or more copies of the paper at anything from \$10 per hundred up to \$25, sometimes placing several hundred in one town. The merchant or banker turns to his books and gives them a list of farmers' names to send the paper to. They depend on renewals from the farmers and the extra rate on advertisers to carry them through.

Now, if you care to spend the money for a large list and take your advertising and renewals for your pay, I should like to contract with you to take this entire State for you and organize it and place your paper in every farmer's hands in Iowa. Of course it will take time and money, but it will all come back with interest.

The paper to which reference is made in this letter is the same paper to which I have referred. It does not stop when the time is out, and in depending on renewals it simply continues to send the paper to the subscribers for a year or two and collect the bill.

This method of making circulation is as clearly in violation of the law as the give-away schemes previously used. Not only is it in violation of the law, but it is in violation of the interpretation of the law as made by the Postmaster-General. Notwithstanding this fact, the Postmaster-General seems powerless to stop the practice, and this particular publisher has agents traveling now in different States and making the same arrangements with storekeepers and lumbermen that he made with bankers last year.

For ten years past the circulation of the publication to which I have referred in the foregoing has been mainly gratuitous or taken at merely nominal rates in direct contravention of the present law; and this publication is only one, and not the worst, of a large and constantly growing class which maintains circulation in this way. These publications are cheaply printed, contain many advertisements of fake concerns of one sort or another which should be stamped out by law, and are, with the aid of the Government, forced on people who never subscribe for them and do not want them. The following letter, received from Mr. S. Fryer, of Kingsley, Iowa, is a sample of many we receive:

Several times in my life I have had a never-stop paper get into my home, and I had a hard time to get rid of it, so I have done everything I could to keep them out. Now they have sprung a new plan on me. Last winter I received a letter from one of our banks stating that they had subscribed for a certain agricultural paper for me. Lately I received the same kind of a letter from another bank, and inclose it herewith. I don't know what to do, so I came to you for advice.

Last year I was approached by the owner of a comparatively new paper with a proposition to sell it to me. He claimed that his paid circulation was over 20,000 each issue. On examination I found that more than three-fourths of this circulation was paid for by grain firms at the rate of 10 cents or less per copy per year. I know of one monthly which was circulated in this way through grain dealers at the rate of 6 cents per copy per year, a sum insufficient to pay the wages and expenses of the men who solicited these subscriptions from the grain dealers.

Another favorite method of evading this section of the law is the practice of giving with each subscription a premium of some sort which alone is apparently worth the price asked for both the paper and the premium. The Post-Office Department has specifically called

the attention of publishers to the fact that this practice will be considered in violation of the law, but there is no apparent decrease in the number of papers which follow it. Scores of solicitors are now working western fairs for inferior agricultural papers, and, as an inducement to the farmer to subscribe for the paper at the rate of 25 or 30 cents, are offering to give free with each subscription a map, or a fountain pen, or a buggy whip, or thermometer. The latest in the premium line is a pair of apparently gold-rimmed spectacles, which are given free by one paper with each 35-cent subscription.

Only last week we were solicited to form a clubbing arrangement with a semimonthly paper at the rate of 15 cents per year, a price which would not quite cover the cost of white paper and postage.

The Post-Office Department is apparently powerless to enforce the law which forbids gratuitous circulation or circulation at nominal rates. I am not familiar with all of the reasons why this is so, but the main one must be the looseness with which the law is drawn and the impracticability of enforcing any law which must be interpreted by the officers whose duty it is to enforce it. It must be remembered that those officers of the Post-Office Department who occupy positions of responsibility are constantly changing with changing administrations and that different men look at the same thing in different ways. The law forbids the circulation at second-class rates of publications circulated at nominal rates, and leaves the officers of the Department to determine what is a nominal rate. Their definition of this term is a matter of judgment, not of law, and is open to revision by the courts, and yet this is an absolutely essential provision of the law, and if the evils which have grown out of the second-class rate are to be done away with, whether the rate is advanced or not, the law must be so amended as to define a nominal rate in such terms that there is no opportunity for more than one understanding of its meaning, and which will require no interpretation by the Post-Office Department.

#### WHAT IS A NOMINAL RATE?

If the law is to be amended in such a manner as to make it effective and easily enforced, the question arises, what is a nominal rate?

In circular No. 25, issued by the Post-Office Department December 16, 1905, there is a discussion of section 428 of the Postal Laws and Regulations. This circular was evidently intended as notice to publishers that after April 1, 1906, the law would be more strictly enforced than before, and in order that they might understand the requirements of the law, this circular points out the devices for evading the law and states what will be considered by the Post-Office Department as a legitimate list of subscribers. Referring to the practice of giving premiums of one sort or another as an inducement to people to subscribe, the circular says:

The inducement of subscriptions by premiums, gifts, service, or other extraneous considerations to subscribers will be carefully scrutinized in respect to its effect upon the legitimacy of the list as a whole and upon the extent of the primary design of the publication.

This interpretation furnishes no guide whatever to the publisher as to what the Department will do. It is reasonable to suppose from it that if all the subscriptions to a publication were secured through

inducements by premiums, etc., then the Department would require this practice to be changed, but if not all of the subscriptions are secured in this way, then the matter will be entirely under the discretion of the Department official.

Senator CARTER. Why not absolutely prohibit premiums?

Mr. WALLACE. I think they should be prohibited. The better class of papers do not use them as a matter of business. It is not good business. We never, under any circumstances, give a premium with the price of our publication, because we do not consider it good business. In other words, we go on the theory that the man who is desirable is the man who pays his money because he wants the paper, and if he is not willing to pay his money to us because he wants to read our paper it is not worth while having him on our list.

Senator CARTER. A law, then, absolutely prohibiting the giving of premiums as an inducement to subscriptions would not be harsh or unjust?

Mr. WALLACE. I think it would be a kindness to all publishers. [Applause.]

Senator CARTER. Another question. What have you to say with reference to the relations between the percentage of extra copies and the basis of circulation?

Mr. WALLACE. If you will permit me, I am coming to that a little further on.

Senator CARTER. Proceed.

Mr. WALLACE. The circular says further:

The publisher is free to fix his own price of subscription, save only that it may not be so low as to come within the prohibitory clause of the statute. It should appear, in order not to fall within that prohibition, that there is a substantial exchange of value. In respect of the newspaper or periodical itself, between the publisher and the subscriber, under whatever circumstances or in whatever combination the publication is alleged to be subscribed for.

The publisher, having fixed the price of his publication, will be regarded, in the absence of evidence to the contrary, as having done so in good faith and according to its value. Any reduction, therefore, from such advertised price will be carefully considered in its bearing upon the question of the primary design of the publication in respect of advertising and its circulation at a nominal rate. Wherever such reduction, by whatever means brought about, is so great that the publication is sold at less than one-half the advertised price, it will be taken as reducing it to a nominal rate, and in cases where the subscription price as fixed by the publisher appears to be already lower than the customary or general market price for publications of the same price any reduction from that price, by whatever means brought about, will be taken as reducing it to a nominal rate.

I submit that interpretation is absolutely meaningless so far as determining what a nominal rate actually is. For example, it is said that there should be a substantial exchange of value. In other words, the publication should be worth the price charged for it, and that the price charged for it should be a fair price for the publication. As a matter of fact, a really educational publication may be worth many times the price charged for it. One single issue may be worth to the subscriber a hundred times the price charged for it, because of some particular information in that issue which he has been able to turn to a profitable account.

When the word came that Dewey had taken Manila, the editor of the paper which I represent saw at once that trouble at Manila would have an effect upon the price of binding twine in the United States,

because the hemp trade would be seriously interfered with. He accordingly wrote an article which appeared in the first or second issue of May of that year, advising every farmer to at once make his contracts for binding twine. Thousands of our readers acted upon that advice, and later in the season we received many letters from subscribers saying that they had saved all the way from \$10 to, in one case, as high as \$200 by acting promptly on the advice to contract for their binding twine in May. This is simply one illustration of the actual worth of the publication to its readers. On the other hand, the publication may not only be worth nothing, but it may cause the reader heavy losses. For example, the publication which accepts advertising from anyone who can pay the price, without regard to the financial standing of the advertiser, or without regard to the merits of the thing advertised, may cause its readers to lose large sums of money. Advertisements of fake mining schemes in agricultural papers and others have, for example, caused thousands of people to be swindled.

No man can tell whether, in the payment of a subscription price, there is a substantial exchange of value between the publisher and the subscriber if he undertakes to measure that value by the actual worth of the publication to the subscriber.

The Department further says, as above quoted, that the publisher may fix his own price, provided it is within the statute, and that having fixed this price any reduction from it will be considered in the matter of determining a nominal rate. It says, further, that if the reduction should be so great that it is less than one-half the advertised price, that in itself would be considered as making a nominal rate. A publisher who desires to evade the law can very easily do so within this interpretation. For example, the published price of the publication to which I have already made extended reference is \$1 per year, and this was the only price published in the publication until about a year ago, when this price was amended by stating that the price of single subscriptions was \$1 per year, but that the price of subscriptions in lots of a hundred or more was 25 cents a year. Under the Department's interpretation, therefore, if it was not determined that the price of 25 cents per year was nominal, then this publisher would be free to accept subscriptions at one-half of this price or 12½ cents per year.

As to what is the customary or general market price, it may be safely stated that there is no customary or general fair market price, and there can not be for publications, because of the difference in size and general character. One agricultural paper may vary in size from 16 to 20 pages each issue; another one may vary from 24 to 48 pages, depending upon the season of the year, and the demand for advertising space. One paper uses print paper which costs probably \$2.25 per hundred pounds. Another uses book paper, which costs all the way from \$3.25 to \$4.50 per hundred pounds. Ten cents per year might be a fair price for a small monthly publication, while \$1 might not be a fair price for a large weekly.

If the law is to provide that publications which have the benefit of the second-class rate must not be circulated at a nominal rate, then the law must also define a nominal rate with sufficient accuracy to enable any officer or any man of average intelligence to determine for himself whether this law is being violated.

## THE COST OF PUBLISHING A PAPER.

In our own business we keep careful weekly records of all the items of cost incurred in getting out each issue, not including the cost of editorial or advertising management and expenses. For the year ending June 30, 1906, the average cost to us of printing a thousand papers, counting everything except rent, editorial, business, and advertising salaries and traveling expenses, amounted to \$19.95, or approximately 2 cents per copy. Our paper is published weekly and our regular subscription price is \$1 per year. We make a rate in clubs of 75 cents per year, which is the lowest rate which any one is authorized to accept for a yearly subscription. It will be seen, therefore, that the cost of labor and other expenses, not including rent and editorial, business, and advertising salaries, amounted to more for the year ending June 30, 1906, than the regular yearly price of the publication. That is, it cost us \$1.04 to send a paper a year to a subscriber who paid us \$1 for it, and if we were compelled to depend for our revenue upon the money received for subscriptions the length of time which we could do business would be measured by the amount of money we could afford to lose.

It would not be fair to compare the cost of issuing our publication with the cost of publishing some other, for the reason that different publications use a different quality of paper, different kinds of presses, and pay different scales of wages. Nor would it be just to say that because the cost of sending our publication amounts to more than the subscription paid for it, therefore it is circulated at a nominal rate, because the advertising department of a publication is a legitimate department, and it is right to consider the revenue received from this department in determining the price at which the publisher can afford to send his paper.

If what may be considered a nominal rate can not be determined by the exchange of value between the subscriber and the publisher, how may it be determined?

While the labor and cost of printing a paper varies with the locality and with the conditions which surround each publisher, there are two items entering into its cost which can be easily ascertained and which are fairly uniform, or at least easily ascertained, the country over. These items are the cost of the white paper and the cost of postage. The percentage of the cost of publication which should be borne by the subscription department and the percentage which should be borne by the advertising department is a matter which is determined by each publisher; there is no fixed rule. As I have already pointed out, a very large number of publishers depend altogether on the revenue from advertising to cover not only the entire cost of issuing their publications, but to furnish their profits as well. They print advertising sheets, and thereby simply sell their second-class privilege to their advertising patrons. Others, probably, have a more or less definite idea of the percentage of cost which the subscription receipts should pay. In our own business we have gone upon the theory that having produced a thousand papers at an initial cost for typesetting and everything entering into the cost of putting the forms upon the press and printing this thousand papers, then we should receive from each additional thousand subscribers an amount equal to the cost of sending them 1,000 papers for one year.

The VICE-CHAIRMAN. Do you hold that the initial cost of the plate enters in as a factor of that additional thousand?

Mr. WALLACE. No, sir; I am assuming you are done with your regular list. You have, say, 10,000 subscribers, and you have printed that 10,000 copies. I maintain if you take anything less than the cost of printing another thousand and sending them, you are taking less than what ought to be considered a nominal rate.

The VICE-CHAIRMAN. Suppose he has a list of subscribers aggregating a million; would you put the initial cost at the 10,000.

Mr. WALLACE. No, sir; I would put them at what his list is, assuming that list has been built up within the law and is being maintained within the law. But if it was conceded that that was the real nominal rate, you can not enforce it, for the very reasons I pointed out. Here is a publication that has 50,000 subscribers. It has machinery adapted to getting that out. That publication can print a thousand more papers or one more paper or 10,000 more papers cheaper than a publication of the same character and with the same kind of machinery and everything, which has a circulation of only 25,000. So that if you took that as a nominal rate, you would still have to fall back on the discretion of the Department officials, and any law which must be interpreted by the Department officials can not be effectively enforced.

Figure on this basis, our cost of printing 1,000 papers last year, including only the expense in the press room and the cost of paper, ink, power, wrapping paper, postage, drayage, paste, twine, and other incidentals amounted to slightly over \$15 per thousand, or 1½ cents per copy, which would be equivalent to 78 cents per year.

While the figures which I give concerning our own cost may be taken as fairly representative of the cost of printing a publication of this kind and of the same circulation with the same kind of machinery, they do not fairly represent the cost of printing a publication on different kind of paper or on different kind of machinery, or having a larger or smaller circulation. For example, the cost of the paper we use is probably one-third to one-half greater than the cost of the cheaper grades of paper, and our cost of printing is greater than the cost of printing some other publications, because we use flat-bed presses and fold the paper on a separate folding machine, while many cheaper publications are printed on rotary presses and delivered folded by the press. The cost per thousand also varies with the number printed, even though printed on the same grade of paper and under similar conditions, decreasing as the total number printed increases. It would cost considerably less per thousand to print an edition of 100,000 copies per week than to print an edition of 25,000 or 50,000.

If the nominal rate should be defined as the cost of the paper from the time the forms are placed on the press until the paper is delivered in the post-office the result would be to place the small publisher at a great disadvantage and discriminate in favor of the large publishers who print their papers much cheaper because of the greater circulation. In my opinion the nominal price ought to be defined as the price at which the publisher, after having incurred the initial expense of printing a thousand papers, can print and deliver to the subscriber an additional copy. If the price charged for this additional



copy is less than the actual cost of furnishing it, then it is fair to assume that he has a motive other than to benefit the subscriber, and is therefore not entitled to a special postal privilege from the Government. For the reasons just stated, however, such a definition of "nominal price" would not be equitable to all publishers and could not be accurately determined by the Department officials.

Is there, then, any simple way of determining what is a fair nominal rate?

As previously mentioned the two largest items which enter into the cost of a publication after the forms reach the press room are the cost of the white paper and postage. My contention is that the Government could define the term nominal price as meaning any price less than the cost of the white paper and the cost of postage, and that under this definition no injustice would be done to any publisher of a legitimate publication. The cost of postage is the same the country over. The cost of the white paper varies somewhat with the location of the publication, but is fairly uniform in all of the large publication centers of the country, and can be readily ascertained by any postmaster or by any official of the Department. The price of the white paper being ascertained the cost of sending a copy of the paper one year is a simple matter of calculation. Certainly no publisher who means to observe the law can complain if the Government takes account only of these two items of cost in determining what is the nominal price. And the publisher who circulates his paper for less than the cost of the white paper and postage is not deserving of consideration, because the very fact that he is circulating it at less than this price means either that he is publishing a paper for which there is no demand and which the people are not willing to subscribe for and pay for at a reasonable price, or that his paper is being published mainly for advertising purposes.

The VICE-CHAIRMAN. The cost of the paper would be materially reduced when purchased in very large quantities, would it?

Mr. WALLACE. Oh, yes, sir. Have I made myself clear on the nominal rate matter? I am through with that part of it.

Mr. KRACKOWIZER. How would the post-office get at the facts? Would you present the bills?

Mr. WALLACE. There is nothing easier for the Post-Office Department than to determine the price of white paper. It can be ascertained from any paper house. It can be ascertained in the office of the publication, and the records of the post-office themselves furnish the weight of the paper.

Mr. KRACKOWIZER. So that any inside price a man might get would have to be divulged, or the post-office would have to get the bulge on them?

Mr. WALLACE. Not necessarily. I do not think anybody is getting any great inside price on paper. Some buy it 10, 15, or 20 cents per hundred cheaper than others, perhaps, but that can be ascertained very easily by the Post-Office Department.

Mr. KRACKOWIZER. How about the New York World having its own pulp mill, and other papers?

Mr. WALLACE. I am not familiar with the daily paper field, but I see no reason, if that law were in effect and it were undertaken to be enforced against the New York World, why the price at which other

paper or paper of the same quality can be purchased should not be taken as the price of the paper used by the New York World.

Mr. KRACKOWIZER. Do you think that would be held constitutional?

Mr. WALLACE. I do not know. I am not a constitutional lawyer.

Mr. MINER. Would that exclude other publications?

Mr. WALLACE. I do not know. I am talking from the standpoint of the weekly agricultural paper.

Mr. MINER. I think that rule would bar all the daily papers.

Mr. KRACKOWIZER. Certainly, it would.

Mr. WALLACE. I do not believe it would. However, that is a matter that this Commission will have to worry over if it regards my views as worthy of consideration.

Mr. MINER. Would that rule out your paper?

Mr. WALLACE. No; our paper would come within that. It cost us 57 cents last year for white paper and postage.

Mr. MINER. What is your subscription list?

Mr. WALLACE. \$1 per year. I believe a careful investigation would show that no legitimate paper, unless possibly some of these large dailies, would be injured in any way whatever. I have taken the trouble to weigh and estimate a great many of them. I have not found any that are now conducting business on proper lines that would be injured by that.

Mr. KRACKOWIZER. I was wondering what you call the charges of administration. By what are they defrayed? Are they not legitimately in the cost of the paper?

Mr. WALLACE. Yes, sir.

Mr. KRACKOWIZER. Are they not vital?

Mr. WALLACE. Yes, sir. They are paid with the advertising. I made that clear, did I not?

Mr. KRACKOWIZER. Well, it is clear now.

**PAPERS SHOULD BE REQUIRED TO STOP WHEN THE TIME PAID FOR HAS EXPIRED.**

Mr. WALLACE. The law should be further amended in such a way as to absolutely forbid any publisher of a paper of general circulation, who is mailing his paper under the second-class rate, from sending his paper after the time for which it has been paid has expired. At the present time most of the better class of papers require payment for subscriptions in advance and stop when the time is out. There is no more reason why the publisher of a paper should continue his paper to the subscriber after the time for which this subscriber has paid for it has expired than there is for a storekeeper who sells the housewife a dollar's worth of sugar to send another dollar's worth every week or two weeks without request from her. I am aware that there is nothing in the Postal Laws and Regulations which will aid the publisher in collecting pay from the subscriber for the time his paper has been sent after the time paid for has expired, but the fact that the Government acts as the carrier for this publisher and delivers the paper makes it a party to a fraud upon the people of the country. I know of many cases in which publishers of agricultural papers have secured lists of names in one way or another and placed these names on their subscription lists absolutely without

authority of any kind, and who, after sending their papers for a period of one, two, or more years to these parties have presented bills for back subscriptions and have undertaken to force collections through subscription agencies organized and conducted for this especial purpose.

There is hardly a week during the year when we do not receive letters from farmers in different parts of the country inclosing a dun from one of these agencies and asking what remedy they have. These collection agencies publish what they claim are postal laws, which require the subscriber to pay for the paper whether he has ordered it or not, provided he takes it out of the office. They further threaten to sue unless the account is paid within a certain length of time, and thousands of people pay these accounts rather than run the chance of being compelled to defend by suit. Most of the papers which follow this method of continuing after the time is out keep a notice standing to the effect that it will be taken for granted that the subscriber wishes the paper to continue unless he notifies the publisher to discontinue it; and these publishers will argue that the publication of such notice in each issue of the paper is sufficient notice to the subscriber that the paper will be continued and that it really forms a contract between the publisher and the subscriber. The Government would probably not be justified in enacting a law which would forbid a contract or agreement of this kind were it not for the fact that it is a party to this particular arrangement. It acts as the agent of the publisher by delivering the paper, rendering this service at less than cost. It has therefore a perfect right to say that no publisher shall use this privilege as a means of forcing his publication upon people who have not ordered it. The main object of many of the papers which make a very low rate to new subscribers is to get these names on the list at any cost and reimburse themselves for the low price made the first year by continuing the paper for one or more years after these first subscriptions expire, billing the subscriber at the regular price of the paper and collect if possible.

#### THE ABUSES OF THE "SAMPLE COPY."

When the law was enacted, permission was given the publisher to send out a limited number of sample copies at second-class rates for the purpose of enabling the prospective subscriber to acquaint himself with the merits of the publication. At that time the number of publications was comparatively small, and the provision was wise. Since that time the number of papers has rapidly increased, the extension of rural delivery has familiarized the public with every prominent paper in its territory, and the necessity for large issues of sample copies no longer exists. Every publisher knows that the subscription list can not now be built up by sample copies mailed from the office of the publication. They are efficient in the hands of the agent of the paper, who personally delivers them to the individual with his recommendation, and under practically no other circumstances. The only reason large numbers of sample copies are mailed from the office of a publication is because the publisher wants to pad out his list, and, on the strength of this padding, extort from the advertiser a higher rate per inch.

If the number of sample copies should be restricted to 10 per cent of the paid circulation, no hardship would be imposed upon the publisher of any worthy paper.

#### CONCLUSION.

I have gone into this matter at some length, hoping to contribute something to the solution of a confessedly difficult problem. It is not a question affecting only the revenues of the Government, or the revenues of any one periodical or class of periodicals, but it vitally affects public morals and therefore the public welfare. It is known of all men that, so far as public morals are corrupted by the press, it is done by the cheap yellow journals and cheap agricultural and so-called home papers that are not merely given away, but forced by the methods described in General Madden's recent circular, on an unwilling, unwary public—not because of the reading matter they contain, but to make money by the advertisements. Having no revenue from subscriptions, these papers are compelled to obtain it from advertising alone, and hence can not be particular as to its character. The more vicious the advertisement the higher price is willingly paid to reach the unsuspecting victim, and the easiest victim is usually the man who wants to secure his reading matter as cheap as possible and for nothing, if he can.

The present law has long since been clearly shown to be utterly incapable of enforcement. It is openly and defiantly trampled under foot. To advance the rate on all publications indiscriminately would save the Government from its present loss; but it would involve the abandonment, so far as the periodical is concerned, of its present policy of fostering and encouraging the education of the public. This Republic, which depends for its permanency on the intelligence and moral character of its citizens, can not, in my judgment, afford a change so radical and retrogressive.

I have endeavored to point out the changes necessary in the present law to carry out its original purpose, and to free the Government from the odious partnership with periodicals, of which the best that can be said is that they are merely advertising sheets subsidized by the Government. That they are the most efficient means by which predatory genius robs the unsuspecting and debauches public morals is apparent to every man who examines the advertising pages of the give-away publications. The citizen of the United States who is seeking information of value to himself or family will never hesitate to pay the price of white paper and second-class postage in advance for any publication that seems to be of any value to him whatever, and in accepting less than this price the publisher thereby confesses that his publication is not of sufficient merit to induce people to subscribe for it because of the information it contains. Amendments of the kind I have suggested will do more to educate the common people of the United States than do the millions we now spend on the Army or Navy. For when second-class postage privileges become a reward of merit instead of a graft it will be up to every publisher to so improve the quality of his publication that the people will pay in advance a reasonable price for it because they want to read it. These amendments will not prevent the panderers to vice nor the predatory genius

from robbing the unsuspecting public through the press, but will increase the cost to them, and will free the Government from being a partner in the corruption and robbery of the common people.

The VICE-CHAIRMAN. In view of the fact that the next persons to be heard will be upon an entirely new subject and new class of publications, it is thought advisable at this point, rather than to take that up and partially finish it, to take a recess. The Commission will, therefore, stand in recess until 2.30 o'clock, and at that time the National Federation of Trade Press Associations will be heard through their accredited representative.

The Commission, at 1.40 o'clock p. m., took a recess until 2.30 o'clock p. m.

#### AFTERNOON SESSION.

The recess having expired, the Commission resumed its session.

The VICE-CHAIRMAN. The National Federation of Trade Press Associations will be heard next by the Commission. I understand that Mr. Charles T. Root is present and prepared to make a presentation.

Mr. Charles T. Root appeared.

#### STATEMENT OF CHARLES T. ROOT, OF NEW YORK CITY.

The VICE-CHAIRMAN. Mr. Root, give your name, residence, and the publications you represent.

Mr. Root. Charles T. Root; New York city; Dry Goods Economist and certain other class journals of that kind and representing here the Federation of Trade Press Associations in the United States.

Mr. Chairman and gentlemen of the Postal Commission: We appear here to-day as the spokesmen of the Federation of Trade Press Associations in the United States. This body includes, in the membership of its constituent associations, nearly one-half in number and fully three-fourths in weight and influence, of all American business and technical periodicals, and may, therefore, be accepted as authority upon the interests involved.

As representatives of these highly specialized papers, we stand in this presence at a considerable disadvantage as compared with the representatives of other important branches of journalism. Were we asking the attention of the Commission to the magazines which are constantly displayed on every news stand and which penetrate into nearly every home, or if we were speaking for the daily press or for weekly papers of general circulation throughout the country, we should be under no necessity of explaining our constituency, but should feel assured in advance of our hearers' intelligent familiarity with our subject, and should know that they had all materials for an independent judgment of the merits of our cause. But trade and technical papers make no such general appeal to the reading public as to warrant the assumption that our legislators have more than the most casual knowledge of their existence and functions. It is, of course, within the bounds of possibility that some of the gentlemen we have the honor to address are sufficiently conversant with, or concerned in, the problems of, for example, steel bridge construction, or electric generation, or the scientific distribution of textiles, or

other kindred matters, to appreciate the practical relation borne to these subjects by their appropriate trade papers. But such familiarity we dare not assume, and we will, therefore, ask permission at the outset to briefly state the most general facts concerning class and technical publications and explain something of their place in the industrial fabric.

Trade papers, which term we will use for brevity to indicate all our constituents, are the product of the business needs and conditions of the last half century, and they have grown in importance and in specialization, keeping pace with the growth of our various American industries. But the trade papers are not merely the creatures of the country's industries; they are in equal measure their promoters, educators, and constant allies. If it were possible to place before you gentlemen and before Congress any adequate statement of the influence of the trade press upon the development of commerce and industry in this country, both in general and detail, all would be doubtless astounded at its magnitude. It is possible that we may later ask leave to file with this Commission facts and figures relative to this subject which there has not yet been time to compile. We will to-day offer only a few indications of the methods and directions in which the beneficial influence of the trade papers is felt. In the first place, the trade paper is the great clearing house and equalizer of technical information. In the higher plane of professional journals, which cover the whole field of engineering and all branches of manufacturing, it works abreast of technical development, not alone in the United States, but in all other civilized countries. This makes available to American readers everything of importance which is published in foreign languages. The shop papers have already, to a considerable extent, taken the place of the old apprentice system, once so valuable to the rising generation, but now practically extinct. They are now the only means, outside of personal teaching in the shop, of creating the skilled mechanic, and they form the post-graduate course of students of trade and correspondence schools.

The trade and technical papers are practically the live text books of our colleges and other institutions of learning and the principal means of getting into the most useful channels digests of the reports of the work of the Government departments and of scientific mechanical engineering and electrical societies and associations.

In the development of our resources and in the production and distribution of commodities of all kinds, the trade and class papers are of incalculable importance. Note the influence—too patent for argument—which the mining journals have had and still have in disseminating information, both here and abroad, concerning the nature, extent, location of our vast mineral resources and the sturdy fight which they have waged in behalf of legitimate methods of mining and exploitation. Look at what the leading electrical papers have contributed to the extraordinary progress in the production and utilization of electricity and what the railroad papers have done toward shaping American practice in location, road bed, rolling stock, and operation of our steam and electric roads. Look at the tidal wave of progress which the last twenty years have witnessed in the methods of manufacturing all the great staples of metals, textiles, leather, ceramics, wood, and glass and in the merchandizing methods by which the products of these industries are distributed to consumers.

In all this progress the trade paper has played the indispensable part of disseminator throughout each trade of the best practice devised by the individuals in that trade, thereby raising production profits and business standards. During the past twenty years also, the trade journals have worked out methods of gathering news and reporting commercial markets which surpass anything previously accomplished in this direction anywhere in the world. Nearly one-half of the world's production of copper is sold for cash each week upon the quotations furnished by the Engineering and Mining Journal of this city. These quotations are regularly cabled to Europe and the Orient, and govern to the extent indicated the dealings in this great staple. In the iron and steel industry contracts for the purchase and sale of raw materials and of intermediate products involving many millions of dollars annually, are regulated by sliding scales avowedly based on the market quotations given out by the chief trade paper in that branch; and in many cases manufacturers and workmen rest their agreements as to wages upon the same basis.

The successful trade paper has a high standard as to accuracy of statement, to judicial weighing of facts, and to the avoidance of personal prejudice or sensationalism. Perhaps the most salient contrast between the trade paper and the daily, is that whereas the latter is supposed to cover all subjects under the sun, it can hardly be expected to display precise and specialized knowledge; whereas the trade paper, including in its view but a very small arc of the mental horizon, and subject always to the keen scrutiny and criticism of the experts for whom it works, is absolutely obliged to be accurate, suggestive, and practically useful, on pain of death. That this must be the case is evident from the character of their readers. These are, to specify a little, the great manufacturers, merchants, masters of transportation, bankers, captains of industry and finance, systematically watchful of all that passes affecting their interests, continually generalizing and forecasting on the basis of the information thus obtained; then the smaller producer or merchant, keen to catch the earliest hint of the new process, or article, or method which may prove an added weapon in his competitive struggle. Again, there are the employees in all lines—the buyers, salesmen, superintendents, foremen, and the more ambitious artisans. None of these who, taken together, constitute the brains, backbone, and mainspring of this nation's vast wealth-producing power, buy or read their trade paper for diversion or to pass the time. They are in dead earnest to find greater earning capacity, and the trade paper must furnish such help or fall into neglect.

Therefore, although the scope of each of these journals is restricted, its appeal to its audience is very strong—perhaps the strongest of all. Compared to general publications, it is as the rifle ball as against the charge of small shot. As business is adjusted to-day, we can confidently assert that were it possible to suddenly wipe out the trade press of this country, the progress of its industry and commerce and transportation would receive an abrupt check, which would not be removed until means were found to restore this essential factor or to discover some substitute for it.

In making claims which are so broad, and which on account of the limitations of a hearing of this nature may appear so nearly unsupported, the commission may consider that we too greatly magnify

our office; but we will only add that should it seem desirable at a later period, we can and will offer to this honorable body, or to Congress, corroborative testimony to the verity of our assertions from men of weight in every line involved, which will establish the truth of these claims beyond peradventure.

It is hoped that, assuming the probable correctness of our statement of the vital relation which the trade and technical press of this country bears to that country's magnificent prosperity, we have proven the right of papers thus classified to the utmost consideration given to any branch of journalism by a government the wise policy of which has for generations been the promotion and encouragement of industry and commerce in every form.

Next let us consider the relations of the class of journals we represent here to-day to the Post-Office Department. All periodicals of value are a combination of brains with paper and other materials. There is no other journalistic category in which the proportion of brains is larger than in trade and technical papers, and none other of which the product is more condensed. If we except the few princes of fiction, we venture to say that no class of writers is more highly paid than that which furnishes the editorial matter of the trade paper. The reasons for this are obvious. Occupying the position of adviser as well as purveyor of information to the keen, able, and exacting classes of business men already referred to, it has got to employ a high class of editorial talent, the very kind of talent which is being eagerly sought by its own clients. Its condensations result from the homogeneity of its audience. The general publisher gathers together original or news articles on every conceivable topic, together with advertisements of every name and nature, binds together the miscellaneous assortment, and mails the whole of it to every subscriber. Perhaps one recipient in ten or twenty or fifty of such a publication is interested in any given article or advertisement to be found in its pages; the rest of the publication is relatively wasted on that particular reader. The typical trade paper, on the other hand, is all upon one subject or a group of related subjects, and that subject the one most interesting to the recipient. The same is generally true of the advertisements, all of which appeal, or are calculated to appeal, to every reader of the paper, who, indeed, in many cases takes his trade journal as much for the time-saving or money-making opportunities revealed to him by its advertisements as for any other benefit which it may bring him. This fact is, we believe, unique in journalism, if we except the purchase of dailies for the purpose of studying their "want" columns.

A good deal has been said about the amount of advertising carried by trade papers. It has been pointed out as a reproach to them, and as an argument against their receiving any countenance from the Government. This indicates a failure to appreciate the peculiar and unique situation of the trade and technical paper. Its advertisements are an integral part of its editorial plan. Not only would no subscriber to them desire the elimination, but most of them would seriously complain of the lessened value of the periodical in their absence. It seems to us that to restrict by law the amount of advertising germane to its subject, which the trade and technical paper may carry, is first to fix a false and irrelevant standard of admissibility to the second class of mail matter, and at the same time to lessen the ability of



the publisher of the trade paper to cheapen to its readers this important help to their business. Whatever may be the logic supporting the proposition to restrict the amount of miscellaneous advertising drawn from unlimited miscellaneous sources which may be carried by the periodical of general circulation, that logic does not and can not apply to the trade and technical papers, whose readers desire and require the constant fresh supply of information as to articles and devices which they require in their business, furnished by the advertisements in their trade papers.

I think any restriction of that kind would also be in contravention of that provision of the blank which we are required to sign before obtaining entry to the second class, which states that we will receive all advertisements of any reputable house in the lines followed, at our regular rates, which of course would, if the advertising was much desired, carry it possibly beyond any limit which might be fixed by law.

The conditions just stated reduce waste in a trade paper to a minimum. The single copy is often large—a tribute to the immense importance of the interests it serves—but each copy goes like an arrow to the mark. The limitations of the trade paper's field and its large expense per copy act automatically to restrict the sending of free or sample copies within moderate bounds. The same limitations of field operate to hold down the possible edition of the average trade paper to comparatively small figures. A circulation of 150,000 copies is considered very moderate in these days for a periodical of general character, while an edition of 10,000 copies of a trade paper is unusually large. We therefore venture the assertion that there is no variety of second-class mail matter offered to the United States post-office which is so trifling a burden upon the mails in proportion to its beneficial effect upon its readers, upon the prosperity of the country, and upon the growth of first-class mail matter, as the trade paper.

Taking for granted that the permission accorded to us of appearing before this Commission implies an invitation to us to express our views as to the proper course of Congress in dealing with the relations of trade and class papers to the post-office, we submit the following, which we believe expresses the average judgment of trade publishers.

The business of trade publishing has been built up along its present lines with the laws of 1879 and 1885 as its basis. The business is universally and delicately adjusted to the central feature of these laws, viz, to the 1 cent a pound rate of postage. Under this law American trade and class papers have not only reached an actually high level of importance and usefulness, but they have outstripped corresponding publications of Europe. The main elements of the cost of production, such as wages and salaries, white paper and printing, are generally considerably lower in Europe than in this country; but during the time that our present postal laws have been in operation we have developed here journals of equal or superior quality and standing and furnished them to the reader at less cost. We will cite but a few examples.

The two principal weekly periodicals in Great Britain, treating the topics indicated by their names, are *Engineering* and *The Engineer*, each of which charges for its domestic subscription the equivalent of \$9.75 of our money.

The principal one in France—*Le Genie Civil*—costs the equivalent of \$7.22.

The German *Zeitschrift des Vereins Deutscher Ingenieure* costs the equivalent of \$9 per annum, while our own *Engineering News and Engineering Record*, certainly of no lower standing in the technical world, are furnished at \$5 and \$3, respectively.

The *Iron and Coal Trade Review* and the *Ironmonger*, which together are the British equivalent of our *Iron Age*, cost the subscriber \$9, while the *Iron Age*, recognized as the chief authority on its topic, is furnished for \$5. Comparisons of this sort could be multiplied, but these instances should suffice to indicate either that the publishers of these foreign journals, with all their advantages of first cost, are exacting exorbitant prices for their publications, or else that our own corresponding enterprises are conducted on as narrow a basis of profit as is prudent or even possible. In point of fact most important American trade papers are furnished to subscribers at cost of mechanical production or even less—an advantage to the reader and through him to American commerce and industry, rendered possible only by our postal laws. Any large increase of postage exacted from these papers would necessarily disturb the existing adjustment of this kind of business, and as there is no margin of profit in subscriptions, which even now, in many cases, show a deficit quite as large as the profits from advertising can carry, must result in transferring any added burden sought to be imposed by the Government to the readers through enhanced subscription prices. This would be harking back to the conditions existing prior to 1879, when the subscriber paid the postage, a condition which it must be assumed that Congress desired to reverse by causing the Government to assume such a share of the cost of disseminating worthy literature that publishers could themselves pay the balance.

This brings us to the question of the propriety of the act of 1885. It may be admitted for the sake of this argument that 1 cent per pound does not cover the entire cost of transmission and distribution of second-class matter. It must be admitted that the Post-Office Department as a whole as now conducted shows an annual deficit, into the causes of which or the trade papers' share of which we do not propose to enter at this time. If we ignore the statistical argument which seems to form so large a part of this discussion, it is because it has been threshed out almost to weariness and because a great many different deductions could be made from it. We are very much more concerned here to show, first, that it is the proper policy of the Government to cooperate with the publishers of literature, within certain limits, in its distribution; and, secondly, to show that the papers which we represent are coming within that class, than to draw any particular mathematical conclusion from figures. But if the 1 cent a pound does not cover the necessary cost of carrying our kind of publications, is that a sufficient reason for raising the price of postage to us? Must the post-office be run without a deficit? The Federal courts are not required to impose fines sufficient to meet the cost of the administration of justice. The Coast Survey is not required to sell enough charts and maps to enable its work to proceed without an appropriation. Congress in its wisdom has decreed it to be a proper expenditure of the public money to transmit through the post-office without expense to the senders a very large and varied assortment of books,

documents, packages, etc., emanating from sources outside of the Post-Office Department. It has also shown great liberality in the extension of the excellent rural free-delivery system at public expense. Have we not, even in this imperfect presentation of the place and function of class journals in our business structure, made out a case which would warrant increased rather than lessened encouragement from the Government to their readers?

We take firmly the position that any privilege which may be conferred by the second class is primarily a privilege to the publishers. The publisher has, perhaps conscientiously and perhaps as a result of competition, handed over everything that the Government has given him to the reader, and if his publication is valuable and helpful in building up the country he has done well with what he receives. And is there any evidence that raising the rate of postage upon them sufficiently to disorganize and check their operation would measurably relieve the financial condition of the Post-Office Department? If these questions are to be answered favorably to the class papers, there should be no question of raising the rate of postage which they or their subscribers should pay.

Mr. Madden has made out, it seems to us, a very clear case of the necessity for some new postal regulation. He has shown that with the most sincere and earnest attempt, with any force at his command, it is almost too difficult to administer the present law; but in his weariness at the burden which has been put upon him it seems to us that he has reacted too far to the point of recommending that a Procrustean bed should be made for all publishers and all printers indeed, and they should all be spread upon it, by the suggestion that a certain rate cover all printed matter with the exception of letters. That would add very much to the ease and comfort of postal officials; but it becomes a question whether that ease and comfort are primarily important, or is of more importance than the convenience and prosperity of the mass of the people who are served by the publishers. I presume it would be very much easier for the customs officers if every pound of merchandise that came into our ports had one rate to pay of so many cents per pound or so many dollars per ton. Also it would extremely simplify the work of criminal judges if every offense were punishable by a fine of \$30 or imprisonment for thirty days. I think it would be easier for the post-office officials if no discriminations were made, if there were no recognitions of the advantages to the public of one class of matter over another, but we think it would be very unjust. We suggest the fact, however, that there should be a change in the postal laws, and that they should be greatly simplified.

We suggest that the body of rules and regulations, gradually built up by the Post-Office Department during its twenty-five years of administration of an imperfect statute, be now revised, amplified to completeness in the light of an experience which must have covered almost every possible contingency, and enacted into law, leaving the present rate per pound unchanged. To these should be added a provision for such thorough inspection by the Post-Office Department that abuse of second-class mail privileges would be a practical impossibility; to attainment of which end the associations represented by

this committee will gladly pledge their aid. With a clear and comprehensive law of the character thus outlined, the rights and conveniences of all interests involved would be properly conserved, and a great and growingly useful division of American enterprise would be saved from an injurious, if not highly destructive, upheaval.

In connection with any legislative action which may be had in reference to domestic postage, this committee would respectfully urge the introduction of such legislation, or the negotiation of such international postal treaties, as would facilitate the circulation of American trade journals abroad. The sudden and permanent impetus to our export trade which would result from lowered postage would compensate this country a hundredfold for any use of public funds which such reduction would involve.

Most of what I have said here was prepared before these hearings began, and in spite of our desire to avoid repetition I find that much which is contained herein has been presented to the Commission already. I would merely call attention to that fact for the purpose of asking the Commission if that fact has not a special significance? If half a dozen widely-separated interests, without preconcert, come to you with the same story, with the same pleadings, with the same arguments, should it not have a cumulative effect upon your minds, that should commend itself to you by reason of its widespread distribution?

We have here certain members of this committee, Mr. Chairman.

The VICE-CHAIRMAN. Are there any questions to be asked of Mr. Root?

Senator CARTER. I should like to ask a few questions, with your permission, Mr. Root.

Mr. Root. Certainly.

Senator CARTER. What is the circulation of the Iron Age, one of the papers to which you referred?

Mr. Root. I think possibly the publisher is in this room. May I ask Mr. Williams to answer that question?

Senator CARTER. Certainly.

Mr. WILLIAMS. I would say that is a question which we have always declined to answer. Newspaper publishers generally make statements that are seldom believed, and we have maintained our character and our self-respect, partly by declining to state that circulation.

Senator CARTER. That is an exceptional degree of modesty. Your contention, Mr. Root, is that the text of these trade journals is educational in the special lines to which the publication addresses itself?

Mr. Root. Yes.

Senator CARTER. You also, and undoubtedly with justice, contend that the preparation of this text involves special skill and remarkable knowledge within certain technical lines.

Mr. Root. Yes.

Senator CARTER. The Iron Age, as an example?

Mr. WILLIAMS. I will say that I have no objection to telling the members of the Commission privately not only the circulation of the Iron Age, but every fact connected with the business; and in reply to the question you last asked, concerning special care, and so forth,

I will say that every issue of the Iron Age costs more than \$1,000 for simply editorial services.

Senator CARTER. I have no doubt of it. The Iron Age is a weekly publication with a subscription price of \$5 per annum, or 15 cents for a single copy, and this paper on the basis of analysis of contents for six months contains for that period a total of 7,678 pages, an aggregate of weight of 45½ tons. The text of the paper for the series of issues for six months, which is compiled at much expense to the publisher, amounts to 2,111 pages, or 27.5 per cent of the total. The pages of advertising amount to 5,560 pages, or 72.5 per cent, which is the proportion of advertising.

Mr. Root. Would you expect me to answer in general, or specifically in reference to this paper?

Senator CARTER. I mean generally. Who prepares the text for the advertising?

Mr. Root. In most modern publications it is prepared very largely by the paper and its agents.

Senator CARTER. Does that apply to the form or to the text of the advertising?

Mr. Root. Usually both. Of course there are so many exceptions to that rule that it could perhaps hardly be called a rule, and yet I should say that the most valuable and informing advertising is produced in cooperation with, if not entirely by, the paper or its agents.

Senator CARTER. The staff of the paper assists in the preparation of the advertisements?

Mr. Root. Yes.

Senator CARTER. And charges for that service as a part of its contribution to the client?

Mr. Root. I think the practice varies very widely in that regard. In my own paper it usually does charge the client.

Senator CARTER. I am not referring especially to the Iron Age, except as a text upon which to base my questions.

Mr. Root. I may answer that, perhaps, more intelligently by saying that there is a growing tendency on the part of the advertiser to seek the aid of the publisher in preparing and deciding upon the character of his advertising and also in its execution, and in a general way his demands are growing so rapidly that it has become necessary to make him a special charge for that, beyond the regular rate for space.

Senator CARTER. Can you inform us of the advertising charge per page for insertion in the Iron Age?

Mr. Root. Possibly if Mr. Williams will stand by me here, he may be able to answer some of these questions better than I can, especially with reference to his own paper.

Mr. WILLIAMS. I do not know the rates, but I think the rates are about \$1,800 a year for a page.

Senator CARTER. About \$1,800 per year per page.

Mr. WILLIAMS. Yes; somewhere near that.

Senator CARTER. That contemplates 52 pages of advertising per year.

Mr. WILLIAMS. Yes.

Senator CARTER. Is that a fair average of about the charges made for advertising in similar journals of like circulation.

Mr. WILLIAMS. That is a question that no publisher can answer for another. I think our prices are cheap compared to circulation, but

you may take that as coming from me. You are asking some questions about the preparation of advertisements. Our office prepares practically no advertisements. The editorial force has nothing whatever to do with the advertising business, and as a rule does not know anything about the advertisements until it sees them in the paper.

Mr. ROOT. I should like to say that if your question to me as to the practice of the staff of the paper in preparing advertisements referred to the editorial staff, I should have answered in the negative. They have nothing whatever to do with it. When I answered in the affirmative I meant it is the business staff that have to do with that.

Senator CARTER. What is the rule with reference to the right of the advertiser to change the form of his advertisement from week to week?

Mr. WILLIAMS. We urge him to do it, as adding interest to the columns of the papers.

Senator CARTER. To what extent does the advertiser avail himself of the privilege?

Mr. WILLIAMS. In our paper there are a good many who do not do it at all, but I should think 25 per cent change every week.

Senator CARTER. Do you make a difference in the charge for space to those who rearrange frequently and those who continue the same advertisement?

Mr. WILLIAMS. No; and I do not think any good paper does.

Mr. ROOT. No; we encourage him who changes his advertisement in every issue, and discourage only the other kind, which is of no good except to the man who is looking for it.

Senator CARTER. Is any additional charge made for resetting?

Mr. ROOT. No, sir.

Senator CARTER. And you think about one-fourth of the advertisers avail themselves of the privilege of changing the form of their advertisements from week to week?

Mr. WILLIAMS. That is the case. I have tried to ascertain exactly. I have asked the question several times of the person in charge, and I have received an evasive answer, but I think it is something like that. Some people change regularly. The larger the advertisement the more they change.

Senator CARTER. What relation does the subscription price of the paper bear to the cost of the paper and its publication?

Mr. WILLIAMS. Well—

Senator CARTER. I do not intend to ask you concerning any of the business secrets of your office.

Mr. WILLIAMS. There is no secret about it at all.

Senator CARTER. Does the subscription price pay for the paper and composition?

Mr. WILLIAMS. No, sir; I do not think it does. It may; I am not sure.

Senator CARTER. It is not a part, then, of the general purpose of the publisher to fix a subscription price which will pay for the paper and the composition, the advertising constituting a part of the income upon which reliance is placed to secure the necessary income and the desired profit?

Mr. WILLIAMS. May I give, in two or three words, a little bit of history?

Senator CARTER. We should be glad to have it.

Mr. WILLIAMS. Forty years ago the Iron Age was a paper of four pages, of the size of the New York Sun, the ordinary newspaper size. Its price then was \$4 a year. At that price the subscribers, under the old laws, paid the postage. After awhile Congress passed the bulk law, made the postage payable in bulk, and we charged 50 cents more. By that time the paper had grown larger, and we charged the 50 cents more and made the price \$4.50. It went on in that way until a few years ago, when we decided we might just as well get 50 cents more, that the paper was well worth \$5 a year, and we made the change and raised the price to \$5 a year without any difficulty. In the beginning the subscription price paid for the paper and composition many times over, but with the development of the business that matter has changed. I do not believe we are very much different from the daily papers or the ordinary newspaper in that respect.

Senator CARTER. The number of pages in the respective issues will vary from time to time as the volume of advertising matter increases or decreases.

Mr. WILLIAMS. Yes; and as the pressure on our reading columns increases or decreases.

Senator CARTER. Do you publish a greater volume of reading matter some weeks than other weeks?

Mr. WILLIAMS. There is a period in the year when there are a great many conventions, and at that time we have to devote a great deal of extra space to that, and in order to maintain our regular departments we necessarily increase the size.

Senator CARTER. Should you be charged for postage on the text at the established rate at the present time, with an additional charge for that proportion of the weight of the magazine made up of pages in whole or in part devoted to advertising, would you be thus compelled to increase the subscription price of the paper, or would you increase the charges for advertising to cover the additional expense?

Mr. WILLIAMS. I should say that would depend upon the amount of such increase in the postage on the advertising part.

Senator CARTER. The advertising matter is inserted in the paper under a contract between the publisher and the advertiser?

Mr. WILLIAMS. Yes.

Senator CARTER. And the rates vary from time to time as circulation increases, trade becomes brisk, and the demand active for advertising space?

Mr. WILLIAMS. No.

Senator CARTER. Or does the advertising rate remain substantially unchanged from year to year?

Mr. WILLIAMS. The rate for advertising in particular papers remains substantially unchanged, unless as a paper grows stronger and feels able to increase it it does so. I never have known one to be decreased, and as to fluctuations caused by inactivity in business I do not think there are any.

Senator CARTER. There is a relation between the extent of the circulation and the value of the advertising space, recognized by both advertiser and publisher, is there not?

Mr. WILLIAMS. I do not think that there is any fixed relation recognized anywhere—certainly not in trade publications; and as we do not state our circulation, the advertiser makes his contract in absolute

ignorance of the number of our circulation, having satisfied himself that it is the sort of circulation he wants.

Senator CARTER. As a general rule advertising space is charged for upon the basis of the service rendered, to wit, the publicity given to the advertisement?

Mr. WILLIAMS. Yes, but it is a good deal like a lawyer's charge. The client really can not measure it very well in a great many cases.

Mr. ROOT. Senator, I should like to repeat what I briefly referred to in my remarks, that we think it is placing a wrongful estimate on the advertising of the trade and technical paper to consider separating it from the rest of its contents, to consider it a basis for higher charges to be made. The charges should be based on the whole character of the paper, of which the advertising is an integral part. Every bit of informing advertising that is taken out of the trade or technical paper is just so much subtraction from the value of it to the reader.

Senator CARTER. But is it not true that the text is the contribution of the establishment to the literature of the subject?

Mr. ROOT. Yes.

Senator CARTER. Whereas the advertising rate is upon a commercial basis, entirely apart from the relation between the subscriber and the publisher who sends forth the text.

Mr. ROOT. I do not think that is quite accurate, Senator.

Senator CARTER. You think the subscriber wants the advertisements?

Mr. ROOT. He is buying the advertisements just as much as he is buying the other, and, as a rule, the publisher is giving the reader all the benefit in price that he can and still make a living, and considering the amount of advertising that he can get. Every reader and every publisher knows that the advertiser is defraying the main expense of the publication. Now, if it were possible for the publisher to get from the reader, from the subscriber, an amount sufficient to cover the cost of editing and printing that paper, there would be some justice on the commercial side in claiming that he ought to pay a tax on his advertising in the shape of higher postage; but I tell you that the publishing business, at least in our class of business, is delicately adjusted to our postage rates. We are giving the reader all we can. We can not afford to give him any more. We have got to get it out of somebody, and it is a very difficult thing to raise advertising rates, and a still more difficult thing to raise a long-established subscription rate. For example, here is the paper with which I am most intimately connected. That paper was established as the first trade paper, or at least it is the oldest existing trade paper in the world, either here or in Europe. It was started in 1846. Its price was \$5 a year then, when I presume a dollar was worth twice as much as it is to-day, and it is \$5 a year to-day. It is an extremely difficult thing to raise a subscription price.

Senator CARTER. It was \$5 originally, but when that price was fixed the advertising patronage was comparatively limited, was it not?

Mr. ROOT. It grew quite rapidly, as our old files show; but the whole business of publishing had no such delicate adjustment as it has now.

Senator CARTER. We are dealing with a subject here which contemplates a governmental policy favorable to the dissemination of



knowledge on certain lines specified or contemplated by the statute. It is claimed, and with apparent justice, that an increase of postage upon the subject-matter contemplated by the law would disarrange the established lines of business created upon that basis. But concurrent with the development of that business has sprung up a side issue, an extensive commercial business, in the way of large advertising. That advertising touches the general public only in a remote sense, and is within the easy control of the publisher and the advertiser. Now, in what sense would the publisher be injured, and how would the public be injuriously affected, should we permit the text contemplated by the law as literary or news matter to proceed upon the old basis of 1 cent per pound, while asking those who are constantly adding to the burden of the mails upon a commercial basis to contribute to the cost of carrying their wares through the mails?

Mr. Root. That would require a rather broad statement.

Senator CARTER. I should be glad to hear you in extenso upon that, as it is an important matter.

Mr. Root. In the first place, taking my own paper as an instance, when the rate of \$5 was established that rate did not contemplate taking in much advertising; for although it did grow rather rapidly, of course the publisher could not at first tell how much he was going to get. There was no paper devoted to textiles, what we now call dry goods, in this country, or anywhere else at that time. He started the paper at \$5. That price then paid all the expenses. He probably did not really need any advertising—that is, if he succeeded in getting any reasonable number of subscribers. We have no records. We have not the books of the old concern. It passed through several hands, and we have no means of knowing how much actual revenue he got; but based on a reasonable subscription list, the \$5 subscription price was profitable per se, and had there been the addition of a large amount of advertising matter, for which the Government received the low rate of postage now in force, and was burdened to carry it, it would have been perfectly proper, I think, at that time for them to have paid the extra carriage on that advertising. But as may be seen by reference to the pages of these days, the advertising of that period was of no value especially to anybody. If a man wanted to know where a certain person did business, the advertisement usually gave the information, and it then stated that by the next steamer he would receive a very elegant assortment of the best goods, and that was all there was to it.

As the business grew the expenses of the paper grew, salaries increased, the number of people required to conduct the business increased, the cost of paper first increased and subsequently decreased. Every expense connected with the paper enlarged, but the subscription price did not. Why did not the paper fail? Simply because of the amount of advertising that came in from time to time. The reader was protected by the advertiser. Then came another development. Thirty or forty years after the beginning of this paper—say thirty-five years after its foundation—advertising began to take on a news value. It began to become educational, it began to become instructive, it began to be of the character where, instead of merely giving the address of somebody who dealt in a certain line of goods, it furnished all the information necessary for a man desiring those

goods and feeling that he could make a profit out of them to sit right down and order them, knowing something about what he would make on his transaction. From that point on advertising became more and more an important part of the paper, speaking of this particular paper, and I assume that in other papers it also became an integral part of them, as it is to-day. The process of enlarging the paper, of hiring better people, of giving more reading matter and going further afield in the gathering of the right kind of news, and the use of talent in digesting and presenting it, of verifying rumors and collating information so as to be digestible by the readers added continually more and more to the cost of getting out the paper, and yet the subscription price remained unchanged. That was only possible by reason of the additional advertising that was obtained. After the period that I speak of—of, say, thirty-five years after the establishment of that particular paper—the advertising took on a definite news value, which it has since maintained, and which is increasing day by day, as proven by the fact that we are continually receiving letters in our business which indicate that the paper is taken quite as much for the advertising it contains as for its reading matter.

Senator CARTER. Now, leaving your subscribers undisturbed, and dealing only with your advertisers, with whom you are in constant and close communication, inasmuch as many of them change their advertisements frequently, let me ask why it is that this paper which receives \$3,600 per year for sending out this sheet of two pages of advertising—which is what part of a pound—how many pages are required to make a pound of that paper?

Mr. ROOT. I am not familiar with that.

Senator CARTER. At a rough guess?

A SPECTATOR. Sixty pages.

Senator CARTER. Sixty pages to the pound. There are 52 issues per year. The cost of sending out 60 pages by the year will be 60 cents; and for sending out a pound of 60 pages to the subscribers, the 60 pages of advertising will pay how much?

Representative MOON. About \$108,000.

Senator CARTER. About \$108,000 a year to the publisher for the advertising. Will you kindly explain how the business of this publication would be seriously disarranged or injured if we charged \$120 instead of \$60 to scatter these pages among the subscribers, which pages bring in \$108,000 a year.

Mr. ROOT. Without pretending to know the inside of the business of the Iron Age, I think that could only be answered by looking at its balance sheet at the end of the year. If you find that there exists the delicate adjustment which I have alleged between the cost of conducting that business as a whole and the amount received as a whole from subscribers and advertising, and you should find that the doubling of the amount now paid to the post-office for carrying it would wipe out the profit, I think that would answer your question.

Senator CARTER. Now, it is contended (and as to that contention issue is taken) that it costs the United States Government 5 cents a pound, or per chance 7 cents per pound, instead of 1 cent, to carry out the 60 pages, the pound of paper, to the public. Assuming that to be correct would not the publisher and the advertiser, without inconvenience, readjust their business arrangements so as to pay the

actual cost, if the Government should fix the actual cost of performing the service as the basis of the charge?

Mr. Root. That could only be determined by experiment. I will not abandon my position as to the educational value of advertising, because of the fact that you have selected perhaps the most glaring example of disparity in actual weight between the purely editorial and the advertising in the Iron Age. I think the bulk of the trade papers would show a very much smaller proportion of advertising; that is, of the old-established papers, the important trade papers.

The VICE-CHAIRMAN. Let me call your attention to this copy of your own paper that you have just passed over here. A very hasty examination, which of course may be incorrect, shows me that it contains 190 pages, less than one-third of which are text, and a little more than two-thirds of which are advertising. That is your own paper.

Mr. Root. In the other case it was 73 per cent.

The VICE-CHAIRMAN. Only a slight difference in the proportion between the two papers.

Mr. Root. That, as it happens, turns out to be a special number, a little more than twice as large as usual; but we usually expect to find about 60 per cent of advertising and 40 per cent of reading matter. If we did not find that we should have to change the price to somebody. We could not live at our present rate. But this happens to be about 7 per cent more than usual.

Senator CARTER. Returning to the pages of the Iron Age, we have 60 pages to the pound, and we send the 60 pages out 52 times per year. The publisher receives for the use of those pages \$108,000, and the Government receives one-seventh of what it cost to deliver those pages to the people who read them. How far or in what manner will it disarrange the business of the country, or work an injustice to the publisher, if the Government should insist upon collecting the actual cost of distributing that when it is a matter of the advertising.

Mr. Root. Each man might have his own opinion as to the effect it would have in the disarrangement or interference with the relationship of the publisher and his advertisers or the editors and their readers; but it is safe to say that any such advance as you have now suggested, up to 5 cents a pound, would be the means of wiping out the papers of that class, excepting those that were so influential, so valuable, with the recognition of their value so established in influence, that they could double their price either for advertising or subscription without serious disarrangement of their business. That probably would include very few. The only alternative would be cutting down the quality of their service. The real cost of conducting that business does not appear at a glance in looking at that copy of the paper. There is a mixture of brains and type and paper which it is difficult to recognize at a glance. In our case the mixture of brains is a very expensive part of it. When Mr. Williams stated that his editorial expense alone for the reading matter in each issue was \$1,000, it must not be inferred that the rest of the expense is nothing. That meant practically his editorial expense. The highly paid men who attend to the other departments of the paper might

come in properly as an editorial expense for the purposes of this discussion.

Senator CARTER. Let us figure that on another basis, if you please. We had in this case less than one-eighth of a cent for each of the pages on which \$1,800 a year is received.

Mr. ROOT. One-eighth of a cent per page per week?

Senator CARTER. That makes less than a cent per year per page which would be added to the cost of sending the matter out if the Government collected what it cost, according to the highest estimate made.

Mr. ROOT. I can not understand those figures. If it cost a cent a pound and it is raised to 5 cents a pound, do you mean to tell me that is only one-eighth?

Senator CARTER. On each page it is only one-sixtieth of a pound—on each sheet, I should say. Each page is only one one-hundred-and-twentieth of a pound.

Mr. ROOT. You are raising the rate five times.

Senator CARTER. We are raising it seven times, adding six times to it. We are already collecting 1 cent per pound.

Mr. ROOT. You add 6 cents a pound more.

Senator CARTER. Now, it is contended, it may be erroneously, that it costs 7 cents a pound to send out the 60 pages, and we send out the 60 pages 52 times a year, or once a week. I figure roughly that that adds to each page sent out less than one-eighth of a cent.

Mr. ROOT. Well, I do not know that my mental arithmetic is strong enough to stand up on my feet here without any slate or pencil and figure it out, but I do know this, that if you deal with aggregates, if you take the balance sheet for a year, then you will get a showing which will be the proper basis for a computation. I happen to have seen a balance sheet yesterday where the increase proposed by General Madden would have wiped out their profit three times. Those figures could be sworn to, could be shown to be correct. Three times the profit would have been absolutely wiped out. I think we have here Mr. Harris, and with the permission of the Commission I should like to have a statement from him of some statistics showing what the raising of the postage would mean in wiping out profits.

Senator CARTER. If Mr. Harris has the information, we should be glad to receive it.

Mr. HARRIS. I can make a statement on that subject.

The VICE-CHAIRMAN. Please state your name.

Mr. HARRIS. Emerson P. Harris. As my business is that of handling publishing properties as a broker, I have to look into the finances of them.

Senator CARTER. Mr. Harris, I will give you a specific matter for illustration. Sixty pages of this Iron Age equal a pound in weight. The paper is issued 52 times a year. Devoting our attention to one sheet, a single sheet carries two pages of advertising, and it weighs one-sixtieth of a pound. It would add, then, less than one-eighth of 1 cent to the cost of the advertising page if the Government collected 7 cents per pound on this instead of 1 cent per pound. In the light of your experience, which is undoubtedly extensive in dealing with newspaper properties, I will ask you your opinion as to the extent to

which the collection of this one-eighth of 1 cent on each of these pages would disconcert the private business, subscription lists, the affairs of advertisers, or the business of the country.

Mr. HARRIS. I can not give the slightest idea about it. The question I expected to answer was what relation the increase in postage would have to the total profits of all the publications of the country, and I am prepared to give that from the census report.

Senator CARTER. You do not pretend to be able to answer my specific question?

Mr. HARRIS. No, sir.

The VICE-CHAIRMAN. Mr. Root was before the Commission, and when the question was propounded to him by Senator Carter, he referred to Mr. Harris for an answer, as we understood. We do not want to break into Mr. Root's statement. Mr. Root, you may proceed.

Mr. Root. Very well.

Senator CARTER. Now, Mr. Root, returning to this page, sold for advertising purposes upon a purely commercial basis, as is entirely proper, it brings to the publisher an income of substantially \$35 per week, or the sheet consisting of two pages gives a revenue to the publisher of \$70 per week. Should we charge all that it is claimed by the Department that it costs to distribute this page, we would add one-fourth of a cent to the cost of the sheet.

I will ask you now if, as a matter of fact, assuming that basis to be correct, that additional charge would prove a burden upon the service, a burden upon the publishers, or a burden upon the advertisers likely to seriously or in any measurable degree interfere with the business of the country?

Mr. Root. If you ask my opinion, I should say yes, that it would, and it is based upon what I have said before. We can only deal with aggregates in this matter with any intelligence. It looks like a mere trifle that would make no serious difference to anybody. But I have only to say that I believe in the aggregate, applying it to every issue for every week in the year, it would in many cases be sufficient entirely to wipe out the business beyond any possibility of readjustment, even if there were an attempt made to divide it among the readers, the advertisers, and the publishers.

Senator CARTER. In the first instance, however, the additional charge, if taken into account at all, would be the subject-matter of negotiation between the publisher and the advertiser, with the prospect of the addition of the eighth of 1 cent per page to the cost of insertion. Do you think that would affect the subscriber to the paper in any degree?

Mr. Root. That would depend. If the advertising rates were at their limit, if they could not be raised without driving the advertising out of the paper to a large extent, there would be only one recourse, and that would be to the subscribers.

Senator CARTER. Is it not true that papers of known and honorable standing are seriously interfered with by ephemeral speculative publications entering the same field from time to time and furnishing a fitful, unsatisfactory, and yet ruinous competition?

Mr. Root. Not in my experience; no, sir.

Senator CARTER. The old publications hold their advertising unchecked and undiminished by the publications that spring up from year to year, lose money, and disappear?

Mr. ROOT. In my experience that is the fortunate condition of a few papers in the country.

Senator CARTER. Is not competition in advertising with the legitimate journals facilitated by the action of the Government in distributing advertising matter at less than cost? Or, in other words, would it not be better for the Iron Age to pay the legitimate cost of distribution, in order to be freed from the competition that springs up from time to time, through the inducements held out by the Government to undertake the exploitation of this kind of advertising?

Mr. ROOT. If you would be willing to substitute in your question the Dry Goods Economist for the Iron Age, I could answer without embarrassment.

Senator CARTER. I will substitute it for that purpose.

Mr. ROOT. I should say no, sir. I should certainly prefer matters to remain as they are between ourselves and our readers and our customers than to be shielded from competition in any form whatever.

Senator CARTER. Then your theory is that the Government is so far interested in these advertisements for educational purposes that assessments should be levied upon the people at large to make up any deficiency that may occur in the postal revenues through the transportation at less than cost?

Mr. ROOT. It seems to me that the results of the present law, in the welfare of the country, have been such as to warrant a continuance of the amount of cooperation which the Government has heretofore given to worthy literature, whether educational or commercial or religious, to its distribution to the public.

Senator CARTER. We have had the farm journals announcing that they had induced the great prosperity prevailing in the country. The religious publications to-day contend that they are at the basis and bottom of this wonderful progress, and now do you wish to be understood that the advertising space is largely to be credited with the achievements of recent years?

Mr. ROOT. I do sir, positively. I rest our whole case on that.

Senator CARTER. I want to ask another question. Why should we not then permit everybody's catalogue to go through the mails at 1 cent a pound, if advertising is of itself instructive and useful to the country?

Mr. ROOT. If I might answer that a little indirectly, I would say that it seems to me that the Government should cooperate only in the cheap distribution and should only facilitate the distribution of matter which is recognized by the reader as sufficiently valuable and helpful to warrant the reader in paying for it, and not facilitate the distribution of matter, of whatever quality I will not attempt to state (I will not attempt to criticise it as unsatisfactory), but which is forced upon either unwilling or indifferent recipients. That I take it to be the fundamental difference between the second and third class matter. I am speaking for myself now, not as a member of this committee at all. We would be perfectly willing to be absolutely restricted to the second-class privilege in the sending of that paper to

people who want it and who voluntarily pay the full price for it every year of their business lives. We do not care anything about anything being forced upon them, and I do not care to have anything to do with circulars or catalogues or sample copies or anything else except just our regular paper that people want to pay for.

Senator CARTER. You do not then seek the aid of the device of sending forth sample copies to induce people to subscribe?

Mr. ROOT. It is so limited in extent that if it is ever done we will be willing to pay whatever rate on those the Government shall see fit to enforce. I hope it will be understood that I am now speaking in my individual capacity as a publisher. I am not authorized to speak for the Federation of Trade Press Association in that language.

Senator CARTER. Do you care to state the price per page for advertising in the Dry Goods Economist?

Mr. ROOT. The average cost of advertising to the advertiser there is about \$4,000 per page per year.

Senator CARTER. That is, it is about \$80 per page for each insertion?

Mr. ROOT. Yes.

Senator CARTER. That makes it about \$160 per sheet. How many sheets of that will make up a pound?

Mr. ROOT. If the other was 60, this would probably be 45. There is about that relative difference in size—45 or 40.

Senator CARTER. That will make per year \$8,000 per sheet; and on 45 sheets how much would that be per year? It is about \$80 per issue.

Mr. ROOT. I should like to have Mr. Hill be heard, and perhaps answer a part of this cross-examination.

Senator CARTER. Perhaps Mr. Hill would not have the information about the Dry Goods Economist.

Mr. ROOT. No; but he would have it about other publications of a different character. The Dry Goods Economist and the Iron Age are of one character. His paper would be, perhaps, of a more scientific and technical character, which ought to be taken into consideration.

Senator CARTER. One of these pounds of paper made up into these pages will bring in the publisher \$374,000 per year?

Mr. ROOT. There is some mistake about that, gentlemen, because that is double the revenue obtained from the whole business. I do not know how he figures it. The pipe is drawing freely. Without prejudice to anyone in the room, Senator, I should like to call attention to the old aphorism that whereas figures do not lie, liars do sometimes figure.

The VICE-CHAIRMAN. Figures do not lie, but they sometimes get mislaid.

Representative MOON. He says he gets \$4,000 a page.

Senator CARTER. One hundred and sixty dollars a sheet for each issue.

Representative MOON. And 52 times a year.

Senator CARTER. We are figuring upon 45 pages to the pound.

Mr. WILLIAMS. The weight of paper varies immensely.

Senator CARTER. Oh, well, that would be only a fraction. Representative Moon seems to think these figures are correct, that we have for each sheet, each issue of this paper, for two pages, \$160, or \$80 per

page. That is for each issue. There are 52 issues in the year. Fifty-two times 160 would make \$8,320. Is that correct?

Mr. ROOT. About \$8,000.

Senator CARTER. On two pages \$8,000 for the year. Well, there are 45 sheets to the pound. Now, if to the cost of carrying this sheet, two pages were added at the rate of an addition of 6 cents per pound, would it make an item of sufficient importance for you to mention to your advertisers?

Mr. ROOT. Again I have to refer to the general and the aggregate. I have not taken the trouble to find out what second-class postage we pay. I should have to go and see what we do pay, and then see if it was multiplied by 7 whether we could stand it or not. My rough impression is that we could not. Our circulation is about 12,000 copies, and I think the average copy would weigh a pound and a half. That would be 75 pounds a year.

Senator CARTER. Now, we will go back to Mr. Moon's figures, which will probably work out correctly. There is \$8,000 per sheet per year. There are 45 to the pound. The Government receives 52 cents for distribution, and the publisher receives an income of \$360,000 from the pound distributed 52 times a year.

Mr. ROOT. You mean he would if he receives that?

The VICE-CHAIRMAN. At the rate you have given?

Mr. ROOT. I did not say we had 90 pages of advertising in every issue. Because we happened on an issue of the paper containing that many pages of advertising, that does not mean that we carry anything like that as a regular thing.

Senator CARTER. I assumed that this would be the proportionate number of pages you would carry. But if you did carry 90 pages of advertising matter, you would have \$360,000 per pound, and the Government would get 52 cents out of the operation.

Mr. BOWKER. Does not that assume that the publication circulates only one copy instead of several thousand? Is not that the key to the fallacy of this whole argument?

Senator CARTER. This is based upon one copy only.

Mr. ROOT. Now, in order to earn that \$360,000, if we did earn it, we would have to circulate a great many thousand copies.

Senator CARTER. Now, we will assume the circulation at 20,000 copies.

Mr. ROOT. No; about 12,000 copies.

Senator CARTER. At 12,000 copies. The Government would receive about \$6,000 a year out of it, and for each pound the publisher would receive \$360,000.

Mr. ROOT. For each pound? Our editorial matter is not paid to us at that rate.

Senator CARTER. Each 45 pages, or sheets rather, bring you in that much according to these figures.

Mr. ROOT. Not all the pages are paid for. You must remember that we circulate the paper to the whole subscription list. Now, let us assume that we have 20 pages of advertising per week. At that price we get \$80,000 a year revenue from that. Now, suppose we print 12,000, for which we receive pay for 10,000 copies per year. If 10,000 copies are paid for at full rates, we would get \$50,000 in from subscriptions, which would make a total income of \$130,000 per year. Supposing our expenses at present were \$115,000 per year, the total



expenses of carrying on this business, of which \$6,000 is for second-class postage. Supposing that according to your proposition you multiply that seven times, raising our postage to \$42,000, where would we come in? We drew a balance of \$15,000 in our favor under the present rate, after all the expenses are deducted. Although this change would make a seemingly very small amount per page, it would add \$35,000 a year to our postage expenses which, under the figures we have taken as a basis for the tabulation, would wipe out the profit of \$15,000 and leave a deficit of \$30,000 a year, which there would be no possible way for us to counteract.

Senator CARTER. How do you figure \$35,000 a year for postage?

Mr. ROOT. I am taking as a basis that we now pay \$6,000 a year, and multiplying it by 7, which would give \$42,000, or an additional \$35,000. If we add \$35,000 to our expenses, on the basis the Senator has laid out, we would go out of business.

The VICE-CHAIRMAN. What are your receipts from subscriptions?

Mr. ROOT. Our subscription price is \$5 a year.

The VICE-CHAIRMAN. And for 12,000 copies that would be \$60,000?

Mr. ROOT. It would be if every copy were paid for in full, but every publisher knows that we do not get full pay for every copy.

The VICE-CHAIRMAN. How much do you receive from advertisements?

Mr. ROOT. We receive probably six times as much for advertising as we do from subscriptions.

The VICE-CHAIRMAN. What proportion of the total amount of matter printed in a year is advertisements and what proportion is reading matter?

Mr. ROOT. The advertising matter is between 50 and 60 per cent.

The VICE-CHAIRMAN. Then, if the increased rate were not taxed on the 40 per cent of reading text, and the rate were changed on the advertising text, the relation would be simply to the advertising and not to the whole?

Mr. ROOT. Yes; but even eliminating the 40 per cent on which the rate would not be changed, and multiplying seven times only on the 60 per cent, which we will allow for advertising, the margin shown by the Senator's figures will be more than wiped out then—wiped out beyond all possibility of fixing it.

The VICE-CHAIRMAN. Unless there could be an adjustment.

Mr. ROOT. I say beyond the possibility of adjustment because it would be too large. Now I am not vouching for the accuracy of any of these figures. I am not quick enough in mental arithmetic, and I have not got our own figures at my fingers' ends; but while any one item that you may bring up looks so trivial, when you come to multiply it by a circulation even as large as ours, let alone larger circulations involved in this whole business, you find it would be confiscation.

Senator CARTER. That is, upon the theory that the cost is seven times the present charge?

Mr. ROOT. Yes; or five times, or four times. Of course the less you multiply the less number would be wiped out, but some would be wiped out probably by any increase; because, as I have said, and I say it advisedly, this business is very delicately adjusted to the rate we have enjoyed since 1895.

The VICE-CHAIRMAN. If you were going to have any increase at all, the increase ought to be added to the proportion of the publication devoted to advertising, so that you could make your adjustments more quickly, having to do with your advertisers principally.

Mr. Root. I think it would be a very complicated thing, requiring remeasurement every week in the year, because there is no fixed proportion. The proportion, for instance, in our own paper, in dull seasons, is half what it is in brisk seasons.

The VICE-CHAIRMAN. What do you mean by dull seasons—dull seasons for advertisers or dull seasons for subscribers?

Mr. Root. They are coincident and the same thing. In the dry-goods business there are at least two months in the year when business falls off, and the advertiser, if he inserted his advertisement, would appeal to deaf ears, when the retailer is not anxious to know what the advertiser has to offer. Of course we devote our editorial columns to endeavoring to tell what is going to happen a few months hence.

The VICE-CHAIRMAN. Do you think 60 per cent of your subscriptions are induced primarily because of the advertisements which appear in your paper?

Mr. Root. That would be a pure piece of guesswork.

The VICE-CHAIRMAN. Would the advertisements, in your judgment, be a controlling factor in the mind of the subscriber, or would it be the text of the publication?

Mr. Root. It might so nearly balance that if we were able to call up a hundred different subscribers from different parts of the country, subscribers living in large cities, medium-sized cities, and villages, it might be that one-half would be more interested in what the advertiser says to them and one-half might be a little more interested in what the editor tells them; but in no case, not in one case among a hundred would you find that he would be willing to have the advertisements reduced by 1 per cent, if he could help it.

The VICE-CHAIRMAN. Suppose you divided your publication into two publications, one of them containing exclusively the literary part and the other the exclusively advertising part, do you think you would have as many subscribers for the one as for the other?

Mr. Root. No; I do not think—I do not know what would happen.

The VICE-CHAIRMAN. Which would you have more subscribers for?

Mr. Root. It would depend. I could not answer that question.

The VICE-CHAIRMAN. You would have a good many more subscribers for the literary part, wouldn't you?

Mr. Root. It is just like cutting a man in two vertically and saying which is the better half. They are both necessary for the man.

The VICE-CHAIRMAN. From your standpoint the advertising is the more profitable part?

Mr. Root. To us it is the only profitable part.

The VICE-CHAIRMAN. Now, if the advertising part is not the controlling factor to the subscriber, then from the subscriber's standpoint the literary part would be the more important part?

Mr. Root. If the subscriber were carefully inducted into this whole matter, and, from the publisher's standpoint, if he were shown that by reason of the fact of the advertisements being in there he is able to get as good a paper as he is, why then, he might say that the

advertising was, on the whole, the preponderating influence in inducing him to take the paper; because he would find that without the advertising, instead of having to pay only \$5 a year, we could not print the paper for less than \$25 a year, and perhaps even more than that, to each subscriber, if we were going to keep it up in its present shape. The reader does not think of that. He does not know whether the paper costs \$100,000 a year or \$250,000 a year. He merely knows that he gets it for \$5 a year, and is very glad to get it at that price. If we said to him, "Supposing we leave out the advertising, we will have to charge you \$25 a year. What do you say to that?" his reply would be unfit for publication, that is all.

The VICE-CHAIRMAN. Do you as a publisher pay as high proportionately for the compilation of the advertising part of your publication as you do for the text part?

Mr. Root. Per page?

The VICE-CHAIRMAN. Yes.

Mr. Root. No, sir; I do not think we do.

The VICE-CHAIRMAN. Then, on the basis of 60 pages of advertising and 40 pages of so-called text, the cost to the publisher for the literary part or text would be greater than for the advertising part.

Mr. Root. For preparing it, I understood you to say?

The VICE-CHAIRMAN. Yes.

Mr. Root. Of course the work of gathering the advertising costs more per page for the advertising, but the cost of the preparation of the editorial matter costs more.

The VICE-CHAIRMAN. You mean soliciting of the advertising?

Mr. Root. Yes; and the general conduct of the relations of the paper with its advertisers, which in these days is extremely exacting. It is constant in point of time. It is very intimate.

The VICE-CHAIRMAN. What is the proportion of actual cost, outside of paper and composition, to the publisher, of the 40 per cent of text and the 60 per cent of advertising?

Mr. Root. I do not think I could even approximate it, Mr. Chairman. I would gladly do so if I could.

The VICE-CHAIRMAN. That is the point of my inquiries. Does the cost to the publisher, outside of white paper and composition, and plates, for 60 pages of advertising matter, exceed or equal the cost of 40 pages of text?

Mr. Root. I should have to go to our books and dissect the pay roll in order to find that out. I do not know. I have never had that question brought up to me in any form.

The VICE-CHAIRMAN. Do you not keep your expense account so segregated that you can tell what the relative cost of all elements of publication are?

Mr. Root. Yes.

The VICE-CHAIRMAN. For advertisements, and also for editorial writers, solicitors for subscriptions, etc.?

Mr. Root. Yes.

The VICE-CHAIRMAN. Have you no approximate figures in your mind?

Mr. Root. I do not carry those in my head at all. I would have to dissect the books.

Senator CARTER. To what extent do you employ the express companies for the distribution of the Dry Goods Economist?

Mr. ROOT. Practically not at all, sir.

Senator CARTER. The circulation extends all over the United States and to some extent abroad?

Mr. ROOT. Yes.

Representative MOON. I want to figure with you a little. Mr. Root. You have in this issue here, I believe, about 90 pages of advertising matter.

The VICE-CHAIRMAN. About 105, I think.

Representative MOON. Call it 90.

Mr. ROOT. It is about double the usual issue.

Representative MOON. Assuming this to be the average, 52 issues are published per year?

Mr. ROOT. Yes.

Representative MOON. You say you get \$4,000 per page?

Mr. ROOT. At the rate of \$4,000 for each page; because we have very few page contracts for a year, very few \$4,000 contracts.

Representative MOON. Suppose there are 90 pages at the rate of \$4,000 a page, how much does that make?

Mr. ROOT. If there were 90 pages for the year and \$4,000 a page, that would be \$360,000.

Representative MOON. You have a circulation of 12,000, you say?

Mr. ROOT. Yes.

Representative MOON. The rate of postage you pay on that now would be about what on the 12,000 copies?

Mr. ROOT. What does that copy of that paper weigh? I think General Madden could probably get the weight by feeling of it.

Mr. MADDEN. About 24 ounces, I should say.

Representative MOON. I am only asking for the advertising part—the 90 pages of advertising.

Mr. ROOT. Sixty-seven per cent of it, according to the chairman's figures——

Representative MOON. Forty-five pages would be a pound.

Mr. ROOT. We can hardly tell whether that is true or not.

Representative MOON. If it weighs 24 ounces.

Senator CARTER. How many pages are there, please?

Representative MOON. One hundred and ninety.

Senator CARTER. Practically half are advertising.

Representative MOON. How much is the postage per annum on that?

Mr. ROOT. On that edition it would be \$240 an issue. Twelve thousand copies, within 24,000 pounds, would be \$240 a week.

Representative MOON. That is about \$12,000 a year, is it?

Mr. ROOT. Yes; that is about right.

Representative MOON. That is for the whole paper?

Mr. ROOT. That is for the whole paper.

Representative MOON. Then you take that \$12,000 from the \$360,000, don't you?

Mr. ROOT. If we can get \$360,000 we will divide it with you.

Representative MOON. You assume that you get \$4,000 a page, and you have got 90 pages.

Mr. Root. Some weeks we have 20 pages of advertising.

Representative Moon. We are assuming it on the basis of 90 pages, because the only copy that is presented to us has about 105 pages of advertising. That will do just as well for the calculation; you can divide it by anything you please afterwards. That leaves you how much from the \$360,000?

Mr. Root. Twenty-four thousand dollars from \$360,000 leaves \$336,000. Here is another copy of the paper that is more nearly an average paper.

Representative Moon. The amount that you receive from subscriptions has not been counted in at all. Does that pay the cost of publication?

Mr. Root. The subscriptions just about make the cost of the white paper. According to the remarks of one gentleman here to-day, he thought the amount received from subscriptions about equaled the cost of white paper and postage. I do not think it reaches that amount.

Representative Moon. What are the expenses you incur in publication—composition?

Mr. Root. Composition, traveling expenses, photography, correspondence, cables, postage, office salaries, solicitors, editors, lithographers. It would be difficult for me offhand to catalogue all the sources of expense, but the list comprises pretty nearly all the trades; binders, electrotypers—

Representative Moon. How much will that consume of the \$324,000? Can you make a rough estimate?

Mr. Root. I should say roughly \$275,000, or \$280,000 per year.

Representative Moon. Leaving you a profit of \$44,000, or \$45,000 a year?

Mr. Root. Something like that.

Representative Moon. \$44,000 or \$45,000 a year. Now if your postage was run up to say 4 cents.

Mr. Root. That would be seven times \$24,000 added to our expenses.

Representative Moon. You have not paid any \$24,000, that was \$2,400, was it not?

Mr. Root. \$240 per week, fifty-two weeks in a year—how much is fifty-two times 240?

Senator CARTER. \$12,000 and something.

Mr. Root. Now multiply it by how much did you say?

Representative Moon. Four cents a pound instead of 1 cent a pound.

Mr. Root. Then, instead of paying \$12,500 we will pay \$50,000, a difference of \$37,500 or thereabouts. Now, according to our supposititious figures here, we were making \$40,000 to \$44,000 without taking anything into account for incidentals or errors. The postal authorities under those circumstances would take away 90 per cent of that from us to start with.

Senator CARTER. Now that brings us to the practical question. Can the advertising rates be increased so as to meet this additional charge?

Mr. Root. I should say no, not to any considerable extent.

Representative Moon. If they increased the postage to that extent, it would wipe out your business?

Mr. Root. Pretty nearly; it would not be worth the while or the time of the men who are running it to devote their attention to it for what would be less. It would be very difficult to increase the subscription price. And I assume the policy to be a fixed one that the reader is not to pay the cost of publication. It must be paid by advertising, which more and more every year becomes a part of the whole business, commercial, publishing, and industrial.

Senator CARTER. Assuming the statement to be correct, that the Government is carrying this matter at a loss, and that each page adds to that loss by adding to the weight, what would you say with reference to the maintenance of the original idea of diffusing general information at a loss, and at the same time limiting the amount of advertising in the publication, having some desire for a reasonable proportion with the amount of literary matter?

Mr. Root. My personal view is that no limitation of the amount of advertising obtained legitimately in legitimate publications is feasible, or desirable. I feel that unless you are going to make a house organ of the paper, so that you can only accept such kinds of advertisements and such number of advertisements as may be limited, the number and kind of advertisements must be allowed to take its own course, and the character of the paper must be relied upon to avoid abuse. Now, it seems to me this country is one of the three great empires. China, Russia, and the United States are the great empires of the world. Look at the condition of the others, too. In China you can hardly go 25 miles and talk the same language. Russia is in a state of continual eruption, a heterogeneous party of people. In the United States, in spite of all the factors of disparity, we are practically a homogeneous people, and although it may be something like an argumentum ad hominum, as though it was personal, I say that the difference between our country and the other great empires of tremendous extent is largely due to this interchange of information and ideas, which is only rendered possible on a scale adequate to produce the results by reason of the postal laws that have existed here for the last twenty-seven or twenty-eight years.

The VICE-CHAIRMAN. Did the absence of publications harm Greece in her reputation for art?

Mr. Root. I do not know that it did. I do not think art is aided by correspondence. That is a different matter. This is a matter of commerce.

The VICE-CHAIRMAN. You are comparing the progress of the United States with the lack of progress in Russia, and you give as a reason the existence of publications in the United States.

Mr. Root. No, sir; homogeneousness is what I was talking about. I am not speaking of progress generally, but homogeneity of the people. There are only three great empires that are comparable in extent and diversity of interior. They are the only three on earth that I know of that are so comparable, and the United States is the only one that can hang together, where the people can act and think nearly enough alike to work together and be governed from one center, and that would be absolutely impossible without the interchange of ideas among them, which is mainly brought about by our liberal postal laws.

Representative MOON. Mr. Root, you figured with me a little while

ago and reached the conclusion, I believe, that at the present rate of postage your concern would be making about \$44,000 a year on the basis of our calculation, and then you said if the postage was increased from 1 to 4 cents a pound that it would wipe out all of that profit.

Mr. Root. Not quite.

Representative Moon. Now, it is costing the Government about 7 cents a pound, it is said, to handle this matter—to carry that mail. What is your idea as to the duty of the Government to your corporation or the duty of the Government to the citizens at large? Ought the Government to be made to pay that \$40,000 in carrying the mail in order that your advertising and business interests may be carried on at a profit to you?

Mr. Root. I do not want to go outside of the limits of the proper answers or my treatment of the subject, and I will simply say that if the Government paid for the transportation of this matter as other matter is paid for, these figures would be so erroneous as not to be worth considering. Seven cents a pound—I think that whatever loss—

Representative Moon. I am not assuming that that is a correct figure to be paid, because I hardly think so myself, but there has been testimony to that effect. Just assuming, however—

Mr. Root. If you assume that that \$40,000, or whatever amount it is, that is lost to the Government is put into the pockets of the publishers for their benefit, it is absolutely unwarrantable and unwarranted, whether the amount is \$40,000 or \$4,000. If it is a part of the policy of the Government to facilitate the distribution of useful, valuable literature, such as I have been recently describing, which I believe to be the case, then I think it is not only warranted, but that any departure from it would be unwarranted. Now, I am informed that the officials of the post-office have for a matter of pretty nearly a century been advocating restrictions and additions to the cost of postage, but that, independent of that fact, Congress, when the matter was brought before them, have uniformly gone against the recommendations of the postal officials and have liberalized and lessened the cost of transportation of the mail, until that policy culminated in the law of 1885. I do not now believe that Congress, so far as it is a representative of the people, will consent for one moment to take any backward steps. If Congress has passed a law which proves to be unwarrantable, which proves to be beyond the limits of prudent administration, as the Third Assistant Postmaster-General, who has doubtless given his very best thoughts and efforts to it, seems to think it did—

Representative Moon. Do you think it is to the general public good that the present rates of postage be maintained?

Mr. Root. I do, sir.

Representative Moon. As a matter of public policy, and for the purposes of educating the public generally, and disseminating knowledge, you feel that it is the duty of the Government to bear this burden for that purpose?

Representative Moon. Would not the Government more safely perform its duty if it did not charge anything at all on this matter, then?

Mr. Root. That is a matter for Congress to decide.

The VICE-CHAIRMAN. That would be acceptable, would it?

Mr. ROOT. Yes; it would be acceptable, but I do not think it is necessary. I think a dollar a hundred pounds for the transportation of the average publications now generally known as those of the second class is not a very low price.

Representative MOON. What would you think of dividing between the publishers who are making profits such as you say you are making and the Government this loss, for the public good, in making this only half the actual cost, or 2 cents instead of 4?

Mr. ROOT. I do not wish to appear selfish, but I would be very much opposed to any such a change as that, and I will say that we are now talking about one of the principal publications for this class in the country. You must remember there are about 800 trade and class journals in this country of the general character that we are now talking about, exclusive of religious and agricultural.

The federation of associations which I represent is growing largely, but it contains at present about 250 out of that 800, and those 250 represent by far the largest in power and influence and rates and circulation and all that.

The VICE-CHAIRMAN. All ought to be treated in the same way?

Mr. ROOT. Yes.

The VICE-CHAIRMAN. There are about thirty-five or forty thousand altogether of all kinds of second-class publications?

Mr. ROOT. Yes, sir.

Representative MOON. I am not arguing, I am trying to get at a basis of calculation.

Mr. ROOT. Yes. While any such changes might possibly be borne by the upper class of the journals of the kind I am now speaking about, yet the rank and file, the little fellows that may be large one day but are not now, would be wiped out by a very small increase in the postal rates, whereas they might bear certain restrictions and modifications of the postal regulations better than they would be able to endure a brutal rise in the price per pound, which restrictions would facilitate the work of the postal Department.

Senator CARTER. Is the work of the present postal service satisfactory in the main to publishers?

Mr. ROOT. I am very glad you asked that question. In New York City the service has been very unsatisfactory for a good many years, and yet we have not been inclined to blame the postal officials for it. They have had to handle the enormously increasing business that has been forced on them. The service is somewhat better now, but as a rule there is too much laxity in the transmission of matter; too much of it is lost, too much of it is delayed, and while I know that in so large and widespread and complicated a system many errors must occur and are excusable, still, I think there are more than there should be. But, compared with all other countries, I presume our postal service is good.

Now, it has been proposed here—I am not sure whether proposed by a member of the Commission or some one who preceded me at this desk—it has been proposed that mail matter should be divided into two classes, one of which might be favored with rapid transportation and the other go slower, as slow freight. Now, if it is intended or suggested that class journals or second-class papers, as a



rule, papers admitted to the post-office as second-class matter, should go by freight, or go slowly, I wish to enter a respectful protest against the consideration of any such plan whatever. Any such stigma upon the value and importance of the papers entered under the second class as would be involved in the proposition that they be dumped into a freight car and carried to Chicago in three or four days ought not to be considered for one moment. In the case of my own paper, the value of it, in busy seasons particularly, would go down in geometrical proportion to the delay in reaching its destination, and the advantage which the buyers get from information as to the wholesale market would be wiped out.

The VICE-CHAIRMAN. If there were regularity of delivery after the new method has once been inaugurated, they would still get their papers promptly, or rather regularly, within the period, would they not?

Mr. Root. Not if the papers went by freight.

The VICE-CHAIRMAN. I say they would get them with regularity.

Mr. Root. It might be regular, but it would be a day or two too late.

The VICE-CHAIRMAN. Suppose it takes now twenty hours, approximately, between New York and Chicago by fast mail, and your weekly papers were delivered in Chicago in, say, twenty hours. Supposing, under the system which has been suggested it takes three days to deliver the paper, it would still be delivered at uniform periods apart, and simply instead of being delivered in twenty hours would be delivered in two days.

Mr. Root. That indicates perhaps an inexperience in the business of trade publishing. My paper will frequently contain matters which will be of importance—

The VICE-CHAIRMAN. Pardon me, please. I do not think you understand what I meant. The question is not based upon experience of trade publication at all. It is just simply a question of time. Your paper is published every week.

Mr. Root. Yes; every Saturday morning.

The VICE-CHAIRMAN. And if it should be delivered in Chicago in twenty hours it would still be a weekly periodical.

Mr. Root. It would.

The VICE-CHAIRMAN. But if it started by a slower means of transportation and was late three days the first time, and then after that it was transported by the same slower means, but delivered with uniformity, the time between the deliveries would be the same?

Mr. Root. I am afraid I should have to go back to my previous statement that that indicates inexperience in this class of business. The matter in our paper is brought up to the very last moment. That involves often news of the offering of goods which will be of no use next Tuesday, but which on Monday and up to Monday is in time for the retail dealers to take advantage in sending his telegraphic orders and getting his goods. If my paper is going to be forty-eight or seventy-two hours in getting to Chicago, it might as well be seventy-two weeks, so far as that class, that important part and division of its contents, is concerned. There may be stuff in there that would be just as valuable four or five days after publication as

on the following day, but in these days a trade paper has got to be like a daily in the matter of its contents being up-to-date, and in its delivery as nearly as possible, and we should be very much dissatisfied with anything that we thought was likely to render our paper less promptly deliverable than a letter which was sent at the same time.

The VICE-CHAIRMAN. Is the paper delivered now as promptly as a letter?

Mr. Root. If it is not, we do all we can to jack up the postal authorities.

The VICE-CHAIRMAN. As a matter of fact, the practice is to handle letters before second-class matter, is it not?

Mr. Root. It may be so in the large cities, but I think in the smaller towns they are taken out at one and the same time. In big cities I presume that is true. That is one of the disadvantages we have to put up with. When a man gets that paper, say at a distance of 700 or 800 miles from New York, he goes to the post-office on Sunday, as many of them do, getting it in that way, and they go through it and make their memoranda from it, and make up their orders to be sent in by mail, and if the paper does not get around by Monday morning, very often it is of no use to the subscriber, but is like a cargo of eggs that was three months in shipment.

The VICE-CHAIRMAN. Do you think your periodicals spoil as quickly as an egg?

Mr. Root. Yes; in the busy season, when goods are being offered at various prices for immediate consumption.

#### STATEMENT OF JOHN A. HILL.

Mr. Hill. I am not a member of the committee, but only president of the association. I just have one or two figures here. The Commission seems to want some specific figures in one or two cases. I have some from our own books.

Something was said, either by one of the Commissioners or some of the speakers yesterday, and some effort was made to draw out the comparison between first-class postage paid and 1 cent postage paid by different publications, but nobody seemed to have any definite figures. I have the figures here for the three publications I represent, if they are of any use to the Commission.

Our three publications last year paid in total bulk mail \$9,851.87. We paid for postage stamps \$12,216.58, showing that the publishing business does produce some first-class business, aside from the letters which come. We receive about a thousand letters a day. And that is from publications, two of which are particularly free from the 1-cent rate, because two of our publications are issued abroad, and they take the foreign postage. We have no free list.

I might say this, too, to give you another pointer. A great attempt has been made to bring out the cost of transportation by express. We send nothing by express, but in the city of New York we deliver our monthly publication, to which the Post-Office Department requires a 2-cent stamp affixed—we deliver these through the United District Messenger Service at 1 cent a copy. It is not only delivered, but if

it is not put in the hands of the man to whom it is addressed, it is brought back with a note stating why it is not delivered. That may be of some use.

Another point I might emphasize: Mr. Root called attention to the cost of editorial work on technical publications. The editors of technical publications are generally engineers, and cost a little more than the average editor. For a whole year on one of our papers, the American Machinist, the cost per page of reading matter, regardless of what it was, was \$20.62 for a page 7 by 10 inches. On our monthly publication, Power, it was \$20.18; on our Engineering and Mining Journal, \$20.90. This shows it is very expensive work. That is all I can give the Commission.

Senator CARTER. Do you distribute through the news agencies to a considerable extent?

Mr. HILL. Yes, sir; two of our publications. I can give you the exact figures. We do not take back any copies. I am called the "no free crank." We do not send any free copies, and do not take any back from the news companies. It costs too much money.

For the American Machinist, the average sale was \$2,465 per week for the last year. For Power, sales \$1,650 per week, and Engineering and Mining Journal only \$180 per week. We sell very little of that.

Senator CARTER. Do you mail principally direct to the subscribers?

Mr. HILL. Altogether so; that is, our bulk mail is all to subscribers, except the foreign. Two of our papers are published in London, and the sheets go over there.

Senator CARTER. In the city of New York, I understand, you deliver through news companies, to some extent, in distributing the papers and selling them.

Mr. HILL. Only to a very small extent. The papers are highly specialized papers, and they go to newsdealers in cities where there are manufacturers of machinery, or mining, or steam engineering.

W. L. Terhune, of Boston, appeared before the Commission.

The VICE-CHAIRMAN. We will hear Mr. Terhune.

**STATEMENT OF W. L. TERHUNE, REPRESENTING THE BOOT AND SHOE RECORDER, OF BOSTON, MASS.**

Mr. TERHUNE. Mr. Chairman and gentlemen, as one of the committee of the Federation of the Trade Press Associations, I want to say that we believe there should be certain postal reforms. We believe the same law that is enforced in Boston should be enforced in Chicago; that the same law which is enforced in New York should be enforced in Philadelphia. Under the present conditions they are not. Publishers are allowed to do certain things in New York that we are not allowed to do in Boston and other cities.

We believe, or at least I do, that some limitation should be put on specimen copies, limitation on the time of expiration of subscriptions and collecting the same; but those things have been brought out in the arguments and briefs that have been given to you before. And the matter of the franking privilege was very ably discussed this morning by one of the gentlemen representing the religious press.

But there is one thing I have not heard spoken of since I have been here, and that is the increase of second-class postage, and whether you gentlemen realize the burden that it is going to put on the working

class, the "common people," so to speak, it being simply this: That an increase to even 4 cents is going to put out of existence a large number of publications that are successful at the present time and paying the publishers a good revenue. To a publisher paying \$3,000 a year postage, if the 4-cent postage prevails it would mean an increase of \$9,000, and there are many publishers who are well satisfied to carry on what they term a successful business, who make \$5,000 to \$7,000 a year. This increase would put those people out entirely.

Last week I received a telephone message asking me if I intended to appear before this Commission, and I told them I did. Yesterday I was waited upon by representatives of the typographical union in Boston. They requested me to read this series of resolutions:

Whereas a Congressional Commission has been appointed to investigate and report to Congress, by bill or otherwise, findings and recommendations regarding the second class of mail matter; and

Whereas an increase from the present rate of 1 cent per pound to 4, and possibly 8 cents per pound, on second-class postage, has been recommended to offset a postal deficit:

*Resolved*, That Boston Typographical Union, No. 13, records its emphatic protest against proposed increase, believing it would prove injurious to thousands of publications, result in many men and women in the printing, publishing, and other crafts being deprived of employment, reduce wages, cause general distress, and place serious obstacles in the path of literary progress and advancement of the arts, sciences, and the higher education of our people, so materially encouraged and helped by publications covering practically all lines of human endeavor.

*Resolved*, That the executive council of the International Typographical Union be requested to take this matter up at once; that our delegates to the State branch of the American Federation of Labor advocate action favorable to the spirit of these resolutions by the convention of the American Federation of Labor at Minneapolis, Minn., November 12, 1906, and instruct its legislative committee to appear before the Postal Commission at Washington in opposition to added postal tax upon newspapers, magazines, periodicals, and other publications entitled to privileges of this class.

*Resolved*, That a copy of these resolutions be sent to newspapers and publications in the United States with the request that they be given widest publicity.

*Resolved*, That we urge the cooperation of the American people in efforts to prevent increase in second-class postal rates.

Now, gentlemen, you face a very grave crisis when you attempt to increase the second-class postal rate beyond the present price of 1 cent per pound.

The Senator asked the question of Mr. Root whether the Government could not afford the carrying of these publications free. If there is any line of publications in the United States that ought to be carried free, it is the trade press.

Last night I came over to New York on the boat and was introduced to a gentleman I had never met before in my life. He got up and grasped me by the hand, and he said to several gentlemen near by, "Here is the man who made me." He said, "Nine years ago I started in business with \$250 capital. One of his men prevailed upon me to take space with him in his publication, and the result was that my business was increased through the publicity;" and he said further, and he pulled his check book out, "Yesterday I bought out my partner and paid him \$50,000, and there is the stub of the check to show it." That gentleman is Mr. Humphrey, of Humphrey & Payne, of Marblehead.

It simply shows you the value of the trade press as a business proposition.

That is all I have got to say.

The VICE-CHAIRMAN. Inasmuch as this closes the hearing upon one branch of publications, and the hour is late, the Commission thinks it is not advisable to take up a new branch of publishers, and therefore will stand adjourned until 10 o'clock to-morrow morning.

The Commission (at 5 o'clock p. m.) adjourned to 10 o'clock a. m. Thursday, October 4, 1906.

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NEW YORK, *Thursday, October 4, 1906.*

The Commission met at 10 a. m.

Present: Representative Overstreet (vice-chairman), Senator Carter, Representative Moon, and the secretary.

The VICE-CHAIRMAN. The National Fraternal Press Association has one or two representatives who desire to be heard. The Commission will hear this association at this time.

**STATEMENT OF MR. CLINTON C. HOLLENBACK.**

The VICE-CHAIRMAN. Please state your name.

Mr. HOLLENBACK. Clinton C. Hollenback, secretary and treasurer of the National Fraternal Press Association; residence, Columbus, Ohio. In my few prefatory remarks I would state to the Commission that our attorney was unable to attend, and I was delegated to present the argument to the best of my ability.

The VICE-CHAIRMAN. You may proceed in your own way.

Mr. HOLLENBACK. I will also state that we represent a little more than one-third of the fraternal orders of America. We have with us also Brother Robinson, of the Associated Fraternities, of Washington, D. C., and I think he will concur in everything that we have to say.

The National Fraternal Press Association, being the editorial section of the National Fraternal Congress, an organization consisting of fifty-eight fraternal beneficiary orders or societies, organized under the lodge system, represents 4,500,000 members, as shown by the reports for the year 1905. Under the jurisdiction of this national body are 45,000 to 50,000 subordinate or local organizations which conduct life, health, and accident insurance on the cooperative plan.

The insurance provided by these societies is furnished practically at cost. Many of these fraternities provide other benefits and charities and none of them is operated for profit. All of the constituent societies are operating on the assessment plan, without investment or speculative features. All the expenses of management are collected directly or indirectly from the members, and any added expense or burden must fall directly upon them.

The further objects of these societies are to care for the sick and distressed, to aid and protect the widow and orphan, and to provide for the burial of deceased members. In addition to these benefits afforded the members of these lodges are the social and fraternal features, the value of which need not be elaborated in this age of progress.

To further the work of education and human betterment generally it is necessary to reach the members of these lodges with literature in the form of periodical publications, which, while devoted to the needs of each particular society publishing the same, still are ardent advocates of fraternalism, cooperation, and the brotherhood of man. Each publication is doing a good work both for its own members and those whom it seeks to have become members.

Considering these facts, the United States Congress on July 16, 1894, passed an act, a section of which is now designated as section No. 429, Postal Laws and Regulations, edition of 1902, and under this section these fraternal beneficiary associations have their several periodical publications duly entered for transmission through the mails at second-class rates of 1 cent a pound.

The National Fraternal Press Association, having been asked to give its views upon the subject of second-class matter as it affects fraternal publications, respectfully enters its protest against changing the rates to any figure higher than 1 cent a pound, for the following reasons:

First. Because it believes the members of the fraternal societies are now paying at least the full cost of mailing and delivering such publications, which it believes will be demonstrated when an accurate accounting is had and when the services rendered can be properly taken into account.

Second. Because any raise in this rate of 1 cent must become an additional tax, and in a measure a special charge not upon the whole population of the United States, but upon the 4,500,000 members of these fraternal societies, for the purpose of paying the postage of the United States Government in its use of the mails for its State, War, Navy, Agricultural, and other Departments.

Third. Because a raise to 4 cents per pound will be taking annually from a quarter to a half million of dollars from wage-earners who rely on fraternal insurance for the protection of their families.

Fourth. Because an increase in the postage on these publications is in direct opposition to a public policy established more than fifty years ago of carrying weekly newspapers free of postage throughout the county in which published. We contend that every argument of public policy in favor of carrying county papers free is equally good and applicable in favor of carrying fraternal publications. The lessons of fraternalism and frugality carried into each household by the fraternal publications are among the best lessons capable of being disseminated through the agency of printer's ink.

Fifth. Because an increase would place another burden upon the education of the public.

Sixth. Because there is in reality no deficit. If the postage of all other departments of the Government were properly met by appropriation made to pay for services rendered to them by the Postal Department, there would be no deficit. And in support of this proposition we quote the Postmaster-General in his report for the year 1905, on page 75, where he says: "Manifestly had the matter now carried free been required to have been prepaid during the past fiscal year, notwithstanding the large expenditures for rural free delivery services, there would have been no deficit. This item of postage alone would have far exceeded the amount of the deficiency."

Representative MOON. You mean to say there that there would be no deficiency in the postal receipts?

Mr. HOLLENBACK. Yes.

Representative MOON. But the Post-Office Department is only a Department of the Government itself. The Government would not be benefited, would it?

Mr. HOLLENBACK. Indirectly, of course.

Representative MOON. If the Government had to pay postage on all Government matter that now goes free, that would have to be made up in some way, would it not?

Mr. HOLLENBACK. It would come pro rata on the general population, where it should be.

Representative MOON. It would just be a matter of the distribution of the cost of this transportation of Government matter between the Departments.

Mr. HOLLENBACK. Yes; and it would be properly distributed through the population at large, and not borne by interests, one of which I represent.

Seventh. Because second-class matter is treated by the postal establishment as the lowest class of matter handled, and no extraordinary or extra expense is incurred in the handling thereof, except on railway trains; and, in fact, is handled at spare times.

Eighth. Because the fraternal publications are now paying on an average of 1.1 cents per pound, owing to the operation of the provision that local copies of any periodical publication must have a 1-cent stamp affixed thereto. That this proposition is clearly an unfair one, can not be gainsaid when it is realized that no additional expense is added for performing this service and when it is realized that 20 per cent of the total payments made for postage by fraternal publications is made on the 1-cent per copy basis for "short-haul" work.

Ninth. Because the payments made to railroads for transportation continue to be computed on a basis devised thirty-three years ago and have remained practically unchanged since then, although the costs of freight and express transportation and of travel have been modernized and greatly reduced from time to time. Reference is made by the Postmaster-General in his report for 1905 intimating that a readjustment on a modern basis is a necessity, which can not but mean that the cost of transportation would be lessened and the annual and continuous purchase of railroad rolling stock and other equipment would be charged, as in the War and other Departments, to a permanent investment account rather than handled as a deficit.

Tenth. Because if modern methods of distributing accounts and analyzing expenditures to a nicety is to be adopted by the Postal Department, as hoped for by the Postmaster-General, we feel certain no deficit will appear which could by any construction be designated by such a term.

Eleventh. Because the very terms and limitations of the act of July 16, 1894, take from the fraternal publications the right to publish advertisements in their columns, which deprives them of a source of income enjoyed even by rural weeklies, which have free distribution within their counties. This is an unjust burden which we think should be removed, inasmuch as any advertisement in any periodical

published is a source of revenue to the Post-Office Department in that it invites correspondence between the mail-order merchant and the mail-order buyer, leading to the use of first-class postage, which has always been a great source of profit to the Postal Department. This prohibition of advertising matter in fraternal journals is worse than "penny wise and pound foolish." In other words, it could be well characterized as an act that "kills the hen that lays the golden egg."

Twelfth. Because the last year's deficit of fourteen millions is not properly attributed to the pound rate of 1 cent, as will be demonstrated by reference to the annual report of the Post-Office Department for the year 1905, page 90, where the Postmaster-General discloses the fact that for the year 1899 the amount appropriated and expended for rural free delivery was only \$150,000, and for that year the deficit was about \$7,000,000. The amount appropriated and expended for the year 1905 for rural free delivery, as shown on this same page, 90, was, in round figures, \$21,000,000. In other words, had the rural free delivery not been extended and developed beyond the conditions of 1899 the present pound rates could not be charged with any deficit. The total deficit of \$14,000,000 for last year would have been wiped out had the rural free delivery not been extended, and the Post-Office Department would show a profit of \$7,000,000 instead of a deficit of \$14,000,000; and, in addition to this profit of \$7,000,000, it would show free postal service to all the other Departments of the Federal Government.

Representative MOON. Is that not true of any other policy of the Government?

Mr. HOLLENBACK. Very true. But they do not characterize rural free delivery as a deficit, and there are no figures to determine that there is any considerable amount of income from such source.

Representative MOON. That is just the development of the Department. If that was stopped, and you could go back and undo things that have been done, there would be a very large profit.

Mr. HOLLENBACK. I will explain our position on that a little later on. We admit that the farmers are entitled to the rural free delivery they now receive, and that the Government can well afford to make this return to them for the taxes they pay and the burdens they bear in supporting the other departments of the Federal Government; but we see no good reason why the rates on second-class matter should be increased. The second-class matter which goes through the mails is largely educational matter and the National Government could better afford to carry this free rather than impose additional hardships upon the fraternal readers who are already contributing their full share toward all the expenditures of all the departments of the Government of the United States.

The National Fraternal Press Association having been requested to give its views upon the subject of simplifying the methods of determining second-class matter, would respectfully state that the simple definition contained in section 429 of the Postal Laws is ample so far as it pertains to the fraternal publications, but it respectfully further requests the Commission to recommend that the 1 cent per copy rate placed on such periodical publications be eliminated as a matter of equity and justice, and that all second-class matter be carried for the



uniform rate of 1 cent per pound within the confines of the United States and Canada.

We further respectfully request that this Commission recommend that no limitation be placed upon the matter which may be published in the columns of any newspaper or periodical, be such matter literary or advertising in character.

We further respectfully request that postmasters and letter carriers be directed under an enactment to notify promptly the publishers of fraternal journals, the same as other publishers whose periodical or newspaper shall have the benefit of second-class rates, of the nondelivery of any such publication. These modifications would be beneficial to all concerned.

The VICE-CHAIRMAN. Are there any other questions?

Representative MOON. No.

The VICE-CHAIRMAN. Do your publications carry advertisements now?

Mr. HOLLENBACK. In the main, no.

The VICE-CHAIRMAN. You mentioned in your address that the act of 1894 was construed to prohibit fraternal publications from carrying advertisements?

Mr. HOLLENBACK. I understand so, in the case of many units of our society. It has been construed differently in different places.

The VICE-CHAIRMAN. But there are some of your publications which do carry advertising?

Mr. HOLLENBACK. Yes; they have got a ruling for their particular case.

The VICE-CHAIRMAN. Would you regard that lack of clearness of the law of 1894, taken in relation with the law of 1879, to indicate the propriety of a change of law, an amendment of the statute?

Mr. HOLLENBACK. I think that the law of 1894 is plain on the subject of advertising. I do not know that I would want to say that without any qualification, because it might be ambiguous, and I would want to give credit to the Post-Office Department for doing the best they know how.

The VICE-CHAIRMAN. What I mean to suggest is that there are embarrassments of construction, aside from the question of any change of rate, or anything of that kind. There are the embarrassments in the administration of existing law?

Mr. HOLLENBACK. Yes; there are.

The VICE-CHAIRMAN. I judged from your paper that you sought to emphasize the idea that that would justify some amendment.

Mr. HOLLENBACK. Yes; we want to correct that. That was my intention.

The VICE-CHAIRMAN. How do you construe the status of fraternal publications—that they are completely under the law of 1894, or partly under the law of 1894 and partly under the law of 1879?

Mr. HOLLENBACK. The law of 1879 is the law for general trade publications.

The VICE-CHAIRMAN. Yes; for all publications of second-class matter.

Mr. HOLLENBACK. Well, I have never given that phase of it any particular attention. I am not prepared to state, but I would think that a fraternal publication could be made general in its character as a publication.

**THE VICE-CHAIRMAN.** That might be true as to a change of statute, but I was seeking to learn, if I might, your view as to the real status of fraternal publications at the present time, whether they are entirely under the law of 1894, which specifically refers to and mentions fraternal publications, or whether the law of 1879, referring generally to second-class matter, would be operative to a certain extent?

**MR. HOLLENBACK.** Yes; both would be conjointly operative, because the law of 1894 simply admits them to second-class rates.

**THE VICE-CHAIRMAN.** Do any of your publications now enjoy the privilege mentioned in the law of 1879 relative to free distribution in the country of publication?

**MR. HOLLENBACK.** No; they are monthly publications in the main. I do not know of more than one or two weeklies. In fact, I doubt whether there is any weekly.

**THE VICE-CHAIRMAN.** Then there would be no difference under the statutes?

**MR. HOLLENBACK.** They define a monthly as a periodical publication.

**THE VICE-CHAIRMAN.** You are speaking of the regulation?

**MR. HOLLENBACK.** That gives us the right to send at 1 cent a copy. That is how they make us send them, at 1 cent a copy.

I want to say one thing about the 1 cent a copy feature. The 4,500,000 members of the National Fraternal Congress paid in 1905, in round figures, \$60,000 for postage at 1 cent per pound, and local copies paid \$11,000 at 1 cent per copy, which I think is an abnormal condition, not intended by the original framers of the law.

**THE VICE-CHAIRMAN.** Is there any other representative of your association present who desires to be heard?

**MR. HOLLENBACK.** Brother Robinson, of the Associated Fraternities, an organization parallel to ours, in the same field, representing 50 societies.

**THE VICE-CHAIRMAN.** If Mr. Robinson has any matter to present which will be in addition to yours, we shall be glad to hear. If it is merely a duplication of it—

**MR. HOLLENBACK.** He might present some features that I have not covered.

**MR. ROBINSON.** I think I have some additional statements.

**THE VICE-CHAIRMAN.** Very well.

**STATEMENT OF C. H. ROBINSON, SECRETARY-TREASURER OF THE ASSOCIATED FRATERNITIES, WASHINGTON, D. C.**

**MR. ROBINSON.** Mr. Chairman and gentlemen of the committee, the Associated Fraternities, as stated by Mr. Hollenback, is an order along parallel lines. It is made up of exactly the same kind of societies as is the Fraternal Congress. The two bodies have been separate for the past six years, but they have now agreed to a consolidation. The first meeting of the consolidated body takes place in August next at Duluth. When that is accomplished, there will be something over 6,000,000 members represented.

There are 46 societies that are members of the Associated Fraternities. All that has been said by Mr. Hollenback in regard to the National Fraternal Congress applies equally to the Associated Fraternities.

I should like to call the attention of the committee to the fact that there are something over 50 reputable fraternal orders publishing papers that do not belong to the national association, and consequently are unrepresented here in any manner, but everything that may have been said in regard to those which are represented applies equally to all these others.

I have a few statistics to give. The figures are published by the Fraternal Monitor, of Rochester, N. Y. The beneficial members, those carrying insurance in these societies, number 5,203,235 individuals. Those who are social members, and who of course also are subscribers to these papers, number 5,536,683. These people carried insurance or protection for their families on the 31st day of last December in an amount in force at that time of \$6,836,045,693. Those societies paid out last year as death losses to the widows and orphans \$65,620,319. Nearly a quarter of a million dollars per day is being paid out by them.

They all publish papers. Practically all those papers are monthly: one or two, I think, are published semimonthly, and one or two quarterly. The fact is, they are all monthly papers, practically.

These papers are being enlarged all the time; they are carrying more general news all the time. In the last two years more than 20 of these papers have been enlarged. Formerly they were merely 4-page publications. Now they sometimes run as high as 16 or even 32 pages for special occasions.

I am not going into the figures of the postage paid, because the postage paid by the fraternal societies represented here would, so far as comparison of membership is concerned, be exactly commensurate with the figures that have been given by Mr. Hollenback. I do not desire to repeat matters that he has referred to, but one of the complaints of fraternal papers has been that the 1-cent rate seemed to be placed upon all their local papers, and in some places that is very large. Where the association has its headquarters it is a considerable burden. All this cost of postage, as well as the cost of publication, is paid by the members of the societies who contribute for their insurance or the protection of their families a small payment of so much per month. Every additional expense that is imposed must be paid by them, and also it must come from the expense fund of the association and not its mortuary fund, thereby crippling the good which might be done in the extending of the order and in the securing of new members. It seems to me that associations having an aggregate membership of over 5,000,000 persons in the United States, which associations are carrying on their business without profit and furnishing protection at cost to the members, ought to have consideration at the hands of this Commission in making its report.

The matter has been so fully presented by my predecessor that I have prepared no formal statement to be filed, but if anything should be desired by the Commission in the way of further explanation at any time, I am preparing a tabulated statement up to December 31, of the number of members in something over a hundred societies, and the number of pounds of second-class mail averaged per month and the postage paid, which I shall be very happy at any time to file with the Commission.

The VICE-CHAIRMAN. The National Weekly Publishers' Association is represented here by its president, Mr. W. D. Boyce, who will now be heard by the Commission.

**STATEMENT OF W. D. BOYCE, PRESIDENT OF THE AMERICAN WEEKLY PUBLISHERS' ASSOCIATION.**

The VICE-CHAIRMAN. Please state your name and the organization which you represent.

Mr. BOYCE. W. D. Boyce, president of the American Weekly Publishers' Association.

The VICE-CHAIRMAN. You may proceed, Mr. Boyce.

Mr. BOYCE. Mr. Chairman and gentlemen, as president of the American Weekly Publishers' Association, I have the honor to present to this Commission the compliments of the publishers of 4,121 different weekly publications of the United States in good standing, and to express the hope that you will, after hearing the publisher's side of this controversy, be able to make recommendation that will end any unnecessary friction which exists between the Post-Office Department and the publishers of matter of the second class.

The by-laws of the American Weekly Publishers' Association provide as follows:

ARTICLE I. Any weekly publication that has been admitted at its home office and continues to circulate weekly, semiweekly, or triweekly as second-class matter may be represented by one or two members, either from the business or editorial department, or one from each. Said member or members shall have the power of one vote each, either in person or by proxy, at any regular meeting of the association.

The membership of this association is 4,161, while publications represented are 4,121, and the aggregate circulation of the publications represented totals 13,212,488. This association was born four months ago, or June 4, 1906, and is growing at the rate of over 1,000 members per month. Our membership is national, and each State and Territory in the Union is represented in almost an equal proportion to the number of weekly papers published therein.

The members of a national weekly publishers' association are necessarily so separated that attending many meetings is impossible; the same result is accomplished by referendum vote. Each point upon which this Commission is likely to suggest legislation has been or will be placed before each member of this association and a referendum vote by mail taken, tabulated, and reported to this Congressional Postal Commission. In this way we can secure for the Commission definite and detailed information direct from the people. The editor and publisher of the local weekly, in many cases the same, is personally acquainted with many of the subscribers to his paper and is in daily touch and communication with the people. A written opinion, as expressed in a referendum vote, should constitute the best evidence of public sentiment on this question possible to obtain.

Our executive board was uninformed as to the new legislation that might be suggested by this Commission. It was therefore unable to place before the members of this association any questions for referendum vote other than the vote "on the operation and effect of the existing law relative to the second class of mail matter and what changes, if any, should be made."

The first referendum vote submitted to the members of this association read as follows: "Are you in favor of continuing the present rate of 1 cent per pound on second-class matter?" Answer "Yes" or "No." "Do you favor an increase?" Answer "Yes" or "No."

The answers were as follows: Four thousand one hundred and one answers received: 3,867 favor the present rate; 132 favor a decrease in the present rate; 102 favor an increase. The referendum vote did not call for an opinion as to a decrease. Adding together those in favor of the present rate and a lower rate, we find that 98 per cent of the publishers are not in favor of an increase in the present rate.

The correspondence from the publishers accompanying these votes would indicate that in case of an increase in the rate they would be obliged to add to the subscription price, which would create great dissatisfaction and hardship among their subscribers, and that it was unnecessary and contrary to public sentiment and demand.

That the deficit in the postal revenues should not be charged to publishers, as it was a well-known fact that mail of the second class was collected and carried by the express companies and railroads at from one-fourth to one-half cent per pound for a distance as great as 450 miles or more, which is a greater distance than the average haul of all mail matter of all classes in the United States.

That it would have the tendency to create a monopoly of the publishing business, as an increase from 1 to 2, 3, or 4 cents per pound would put one-half the publishers in the United States out of business.

That it was a tax on the dissemination of information and restriction on education.

That the second-class matter was the advertising department of the United States, and many claim it should be carried free on account of the first, third, and fourth class mail matter it creates, and charged to profit and loss, the same as any business institution charges off its advertising.

Many other reasons were given, but I will not take up your time now.

Referendum vote No. 2: "Are you in favor of a postal law requiring publishers to discontinue sending their paper to subscribers beyond the time for which they have paid in advance?" Answer "Yes" or "No."

Eighty-seven per cent of the answers were "No," or against a law which would prevent their extending credit, while 13 per cent favored cash in advance.

The letters from publishers accompanying this vote indicated various reasons for their position. The prevailing one was that it was a question of credit and no hard and fast rule should be established; some people they were willing to credit and others they were not, the same as any merchant.

That in many cases it would reduce their subscription list by one-half and correspondingly reduce their usefulness.

That it would deprive their readers of necessary information and education.

That the United States Government refuses to pay its subscription for any publication until it has received it for the time for which it has subscribed, thereby creating a precedent.

That there was no more reason for the reader taking the chance of receiving the paper for a year if paid for in advance than the publisher in collecting his account.

That there were many cases where it was a laudable charity to continue sending the paper for years, although they never collected

a cent, and in this connection attention was repeatedly called to a poem read before the Illinois Press Association in 1898 by Thomas Rees, publisher of the State Register, Springfield, Ill.

*The old subscriber.*

[Written for the Illinois Press Association, 1898.]

One day an old man and a boy came in. The old man, leaning on a crutch, observed:

I reckon that you hardly know me here.  
And yet I've read your paper many a year.

My name is Jones—

I live in Buckhart, near the Christian County line.  
My father settled in the timber there in eighteen twenty-nine.  
And we had took your paper since it was first got out—  
In thirty-five or thirty-six or somewhere there about.

It almost breaks my heart  
To tell you we must part,  
But I have come to stop 'er—the paper I'm a gettin'.

You ask me why—I hate to tell you,  
For a man is sort of 'shamed if hap'nen to be poor,  
Of lettin' people know that the wolf is at the door—  
Not only at the door, but broke clean through with vim,  
And glarin' eyes and nashin' teeth that's mighty nigh to him.

But that's my fix, and while I'm 'shamed to say it, it's the truth,  
And worse than all, I think I'm owin' more 'an I can pay;  
I thought I'd come and tell you for to cut 'er off today—  
I mean the paper I'm a gettin'.  
Of course I'll miss the paper that's been comin' out so long.  
Like we miss the birds in autumn when they cease their  
summer's song.

But then my son, who always came and paid, he's dead—  
He got mixed up with a fractious colt about the first of May,  
He was trainin' of the creature when she broke and run away.  
He said, "It didn't mount to much, a few bones broke that's  
all"—  
But he failed and still grew worser till he answered to the call.

You know the girl he married wasn't like a farmer's wife—  
And by two years she went afore to try the higher life—  
She always seemed just like a tender flower.  
The farm? I haven't owned it for a dozen years or so—  
A fire and a mortgage, hain't neither of 'em slow,  
And then I lost my wife;  
So me and little Jim, this lad you see—  
Jim's boy—is all that's left below  
To wait our time.

Yes, me and little Jim is all that's left—  
We sort of fight together  
And chink up all the holes to keep out winter weather.  
And hold the wolves of poverty at bay.

But a man of eighty and with fallin' sight,  
To make a battle isn't much.  
Seein' as his only weapon is a crutch;  
And as for Jim, he's only eight—  
He can't do much at any rate.

There's one thing though that he can do,  
 He's got the sight—  
 And reads the paper to me every night,  
 And all the big words gets 'em right—  
 And that's what Jim can do.

But no more readin' now for Jim,  
 Except the books he brings from school with him—  
 For while a paper's what I call in fact a cryin' need,  
 If you haven't got the money you hain't no right to read;  
 We'll try and do without it—'tis a few years at the most  
 'Till I will join the army, the mighty moving host,  
 That marches never to return,  
 And Jim'll fight alone.

So cut 'er off and stop 'er now, and we'll do what we can  
 To pay you what we owe you, for we want to act the man.  
 But while we're workin' round to bring this thing about,  
 You'll have to wait awhile for to straighten it all out.

The old man ceased, and with a withered hand brushed back a falling tear.

\* \* \*

Then the newspaper man said:

My dear old friend, I'll tell you how to make this matter  
 straight,  
 We'll call it square—the year that's past and throw in ninety-  
 eight,  
 We'll throw in every year to come—we hope they'll not be few,  
 That we can print a paper little Jim can read to you.

I could go on at greater length giving various reasons advanced  
 why publishers should not be deprived of the privilege of giving  
 credit.

We will now pass to referendum vote No. 3:

Are you in favor of exchanges, free copies to advertisers, and sample copies  
 not for advertising purposes, but to secure new subscribers passing through the  
 mails at the regular second-class rates as heretofore?

Answer "yes" or "no." Ninety-eight per cent of the answers were  
 in favor of no change from the present law.

Many publishers stated that to prohibit the exchange of news-  
 papers and periodicals would seriously handicap publications in pre-  
 senting matters of a news, literary, and educational nature to their  
 readers. That this is one of the methods largely used by publica-  
 tions in furnishing matter to their readers. That it would be mani-  
 festly impossible for any one publication to collect reliable informa-  
 tion on the variety of subjects which it is necessary for them to present  
 to their readers, a large percentage of all matter published being a  
 reprint taken from exchanges. This enables publishers to present  
 to their readers important matters of news and information which  
 they would not otherwise receive.

That the law governing second-class matter has always contem-  
 plated the insertion of advertising in such publications and has here-  
 tofore sanctioned the sending of a copy of the publication to prove  
 the insertion of the advertisement, because without advertising the  
 subscription price of the publication would be materially advanced  
 to the reader, and without proof the publisher could not collect for

his advertisement and have expressed themselves as seeing no good reason for changing this wise provision.

With reference to sample copies it was stated by many publishers that no surer method of destroying their business could be pursued than by prohibiting the securing of new subscriptions by means of sample copies, as the subscription price was so low that it did not permit of personal solicitation, and that as the sample copy was an exact duplicate of the paid copy no discrimination should be made.

A majority of the publishers who have written on this subject state that they have established their business and fixed their subscription price under the present law and conditions, and in so doing have acted in good faith, and they are not aware of any request or demand on the part of the public for a change in the law governing second-class matter.

They believe that the present law was not enacted under any misapprehension of its character; that nothing has happened since this law was enacted which was not anticipated at the time of its enactment.

That soon after the laws governing second-class matter were enacted many questions arose and the Post-Office Department was required to make many rulings interpreting the law, and the publishers feel that these rulings were made by the Post-Office Department, having in mind the intent and purpose of Congress in enacting the law, and that they should not be subject to new and different rulings under the same laws.

Many new propositions have been brought out by this hearing which will be reported upon by this Commission to Congress. Some of the changes suggested are of such a radical nature and so seriously affect the members of this association that it is the duty of our executive board to present them at once to the individual members of our association for an expression of their opinion.

We should be pleased to have this commission suggest any question or questions upon which they desire information from the members of this association and we will present them to our members for referendum vote.

In closing, I beg to thank you in behalf of our association for your kind consideration.

The VICE-CHAIRMAN. Does any member of the Commission desire to ask any questions?

Representative MOON. What class of weekly publications do you represent, Mr. Boyce?

Mr. BOYCE. Weekly publications and periodicals. Our by-laws provide that any publication, either weekly, semiweekly, or tri-weekly, all those which come under the same class, are entitled to membership.

Representative MOON. You represent the ordinary country weekly?

Mr. BOYCE. Yes; all weeklies that are entered as second-class matter, whether country weeklies or city weeklies.

Representative MOON. In appearing here you actually represent all of the country weeklies named?

Mr. BOYCE. All that are members of our association.

Representative MOON. What weeklies are members of your association—that is, what class of weeklies?



Mr. BOYCE. Taking 4,121 papers, it would represent nearly every county. They are mostly county papers.

Representative MOON. Just the general country newspaper?

Mr. BOYCE. Yes.

Representative MOON. You made some suggestion about the deficit. To what did you charge that?

Mr. BOYCE. I do not know that I made any suggestion about that. I said that the publisher did not feel responsible for the deficit; that it should not be charged to him.

Representative MOON. To whom should it be charged?

Mr. BOYCE. Well, the publishers have not expressed their opinion in a referendum vote, and I am not authorized to speak for them unless I place it in the shape of a referendum vote. I should be pleased to put that back to our publishers in the shape of a referendum vote, asking them for information, and then report it.

Representative MOON. That answer would be simply a yes or no answer?

Mr. BOYCE. You could tabulate their replies. They have stated that they are not responsible for the deficit, but they have not stated whom they consider responsible. I can secure that information for you.

Representative MOON. Could you secure that information outside of the mere expression of opinion? That is, would the expression of opinion be accompanied by any statistics or statement of fact that from which the Commission itself might reach the conclusion that the publishers reached, or some other conclusion on your statement?

Mr. BOYCE. I would have to see their answers first.

Representative MOON. You could not tell about that?

Mr. BOYCE. I could not answer it.

The VICE-CHAIRMAN. Mr. Boyce, under the heading of your statement marked as "Referendum Vote, No. 3," appears this expression: "A large percentage of all matter published being a reprint taken from exchanges." I want to ask you with particular reference to the practice among the publications of your association. Are these reprints made by the individual paper upon its individual press?

Mr. BOYCE. I am not certain that I understand your question.

The VICE-CHAIRMAN. What I mean is, the exchange to which you refer, I take it, means the exchange of copies of different publications among the publishers?

Mr. BOYCE. Yes.

The VICE-CHAIRMAN. Now, when a publisher receives a copy of an exchange from another publisher, does he then for himself pick out the different things from this exchange copy and reprint them himself upon his own press and insert them in his own paper?

Mr. BOYCE. Yes.

The VICE-CHAIRMAN. Is there any quantity of what is called "boiler-plate matter" or "plate matter" which is shipped to country papers?

Mr. BOYCE. Oh, yes; that is very common.

The VICE-CHAIRMAN. Is that taken from reprints as well?

Mr. BOYCE. I could not speak about that.

The VICE-CHAIRMAN. I wondered where the reprint comes in.

Mr. BOYCE. The reprint is what is set in the home office.

The VICE-CHAIRMAN. That is what you refer to?

Mr. BOYCE. Yes, sir.

The VICE-CHAIRMAN. To what extent do members of your association, the so-called weekly publications, use the plate matter? What proportion of the papers are made up of what is generally known as "plate matter?"

Mr. BOYCE. I will be pleased to secure that information for you and will have it for you in a week. I could not tell you except by referring the question to the publishers themselves.

The VICE-CHAIRMAN. Is it a general practice?

Mr. BOYCE. It is a pretty general practice for the county papers to use either patent inside or plate matter.

The VICE-CHAIRMAN. How do they receive that?

Mr. BOYCE. The plate matter, you mean?

The VICE-CHAIRMAN. Yes.

Mr. BOYCE. They receive it by express, and the patent insides by express also.

The VICE-CHAIRMAN. Does any of the plate matter go through the mails before it is used in the individual issue?

Mr. BOYCE. You ask me if any of it does?

The VICE-CHAIRMAN. I am speaking of the practice.

Mr. BOYCE. It is not the practice. The practice is to send it by express.

The VICE-CHAIRMAN. What is your understanding of the privilege of second-class mail to this so-called plate matter before it is used by the publisher?

Mr. BOYCE. Before it is put on paper it has no privilege under the law as second-class matter.

The VICE-CHAIRMAN. About how many copies of a paper, the ordinary so-called country paper, make a pound?

Mr. BOYCE. I should say that the standard county paper was a 6-column quarto, weighing 100 pounds to 1,000 copies.

The VICE-CHAIRMAN. Have you computed the number to the pound?

Mr. BOYCE. That would be 10 to the pound.

The VICE-CHAIRMAN. What is the practice among the publications of your association as to the relative number of sample copies to the number sent to so-called regular subscribers?

Mr. BOYCE. The members of the Association do not use samples as a regular proposition. They use them when they want to.

The VICE-CHAIRMAN. At stated times?

Mr. BOYCE. Not regular times. They may use them for a month if something occurs that is creating interest, so that they can use a particular paper as a sample. There may be a convention or a carnival or an election, or there may be something going on which makes it a good time for them to use samples. They will use samples for a few weeks, and then not do anything in that line maybe for a year, and for that reason they object to any limitation on the samples; but they are not regular users of samples.

The VICE-CHAIRMAN. I simply want to get the facts as to the practice.

Mr. BOYCE. I understand.

The VICE-CHAIRMAN. Are the sample copies counted as a part of the circulation? When a publisher shows a certain circulation does he count the sample copies as a part of it?

Mr. BOYCE. I can not answer the question exactly, except in this way, that it is customary for a publisher to take the total circulation of the previous year and divide it by 52, and consider that his circulation.

The VICE-CHAIRMAN. That, then, would include the sample copies of that year?

Mr. BOYCE. Yes; suppose he sent out 1,000 copies as samples and his regular issue was 500 copies, that additional 1,000 for one week would be spread over all the year in the computation of the average circulation.

The VICE-CHAIRMAN. How many publications have you?

Mr. BOYCE. Two.

The VICE-CHAIRMAN. In making your statement as to the volume of circulation do you count the sample copies that you send out?

Mr. BOYCE. Yes.

The VICE-CHAIRMAN. What is your practice as to the number of sample copies?

Mr. BOYCE. I do not use them. I might use a few, but not over 1 per cent.

The VICE-CHAIRMAN. One per cent of the total?

Mr. BOYCE. We are not a sample-copy proposition at all.

The VICE-CHAIRMAN. I simply want the practice.

Mr. BOYCE. That is my answer.

The VICE-CHAIRMAN. Do I understand you that the number of sample copies which your members use in the course of a year would be about 1 per cent of the regular subscription?

Mr. BOYCE. One per cent of the regular subscription and sales, as far as I know. Some weeks we use samples, other weeks we use none. It depends on the season of the year.

The VICE-CHAIRMAN. Is the list of publications represented in your association a public matter or a confidential matter?

Mr. BOYCE. The list is a public matter, and I have it here and will be pleased to file it with you.

The VICE-CHAIRMAN. Please do so.

Mr. BOYCE. The list is as follows:

Arizona:

Benson Press.  
Clifton Copper Era.  
Congress Junction News Herald.  
Flagstaff: Coconino Sun.  
Florence: Arizona Blade and Tribune.  
Kingman: Mohave County Miner.  
Morenci Leader.  
Phoenix: Southwestern Stockman.  
Farmer and Feeder.  
St. John's Herald and Apachito News.  
Safford: Graham Guardian.  
Solomonville Bulletin.  
Tucson Post.  
Winslow Mail.  
Yuma Enterprise.

Arkansas:

Arkadelphia: Southern Standard.  
Atkins Chronicle.  
Augusta Free Press.  
Beebe: White County News.  
Berryville: Carroll Progress.  
Bulgen Social Visitor.  
Brinkley—  
Argus.  
Monroe County Citizen.  
Casa Democrat.  
Clarendon: Monroe County Sun.  
Clinton: Van Buren County Republican.  
Conway—  
Log Cabin Democrat.  
Times and Tribune.  
Catler Courier.

## Arkansas—Continued.

Danville Democrat.  
 De Witt New Era.  
 Devalls Bluff: Prairie County Observer.  
 Dierks News.  
 England Courier.  
 El Dorado: Union County Tribune.  
 Alma News.  
 Eureka Springs Republican.  
 Fayetteville Sentinel.  
 Gillham Miner.  
 Greenwood Democrat.  
 Gravett News.  
 Hamburg—  
   Clarion.  
   Enterprise.  
 Harrison—  
   Boone Banner.  
   Republican.  
 Harrisburg: Panisett County Times.  
 Hazen: Grand Prairie Recounter.  
 Harrison Times.  
 Hartford Developer.  
 Helena Shield.  
 Hope Gazette.  
 Horatio Times-Record.  
 Hot Springs News.  
 Huntsville: Madison County Journal.  
 Huntsville Republican.  
 Jasper Leader.  
 Junction City Democrat.  
 Lamar Leader.  
 Little Rock—  
   Echo.  
   Baptist.  
   Western Christian Advocate.  
   Arkansas Gazette.  
   Republican.  
 Lewisville News.  
 Mammoth Springs Democrat.  
 Marianna Index.  
 Marion Reform.  
 Monticello Advance.  
 Mena Weekly and Daily Star.  
 Marshall Republican.  
 McCrory News.  
 Newport Independent.  
 Newark Journal.  
 Osceola—  
   Semiweekly Press.  
   Times.  
 Paragould Saliphone.  
 Russellville Courier-Democrat.  
 St. Paul Mountain Air.  
 Stephens News.  
 Stuttgarts Arkansasawyer.  
 Thornton News.  
 Umpire Gazette.  
 Warren News Democrat.  
 Yellville Republican.

## California.

Alameda: St. Francisco News Letter.

## California—Continued.

Antioch Enterprise.  
 Anaheim: Orange County Plain Dealer.  
 Auburn: Placer County Republican.  
 Bieber Gazette.  
 Bishop Inyo Register.  
 Blue Lake: Blue Lake Advance.  
 Broderick: Yolo Independent.  
 Calexico Chronicle.  
 Cloverdale Revelle.  
 Colfax Sentinel.  
 Colusa Herald.  
 Compton Enterprise.  
 Crescent City—  
   News.  
   Del Norte Record.  
 Davisville Enterprise.  
 Dunsmuir News.  
 Etna Mills: Scott Valley Advance.  
 Eureka: Humboldt Times.  
 Exeter Sun.  
 Fresno Gulde.  
 Fultvale Progress.  
 Galt Witness.  
 Georgetown Gazette.  
 Gilroy Gazette.  
 Half Moon Bay Review.  
 Healdsburg: Sotoyome Sun.  
 Hemet News.  
 Honcut: Butte County Times.  
 Ione: Ione Valley Echo.  
 Hollywood Sentinel.  
 Jamestown: Mother Lode Magnet.  
 King City: Rustler Courier.  
 Lakeport: Clear Lake Press.  
 Lancaster: Antelope Valley Gazette.  
 Laton Argus.  
 Livermore—  
   Herald.  
   Echo.  
 Lompoc Record.  
 Los Angeles—  
   Globe.  
   L'Union Nouville.  
   Germania.  
   Teutonia.  
   El Monitor Mexicano.  
   Tidings.  
   California Voice.  
   Commercial Bulletin.  
   Mining Review.  
 Madera Weekly Tribune.  
 Mendocina Beacon.  
 Millerville Tidings-News.  
 Monrovia News.  
 Mountain View—  
   Register.  
   Signs of the Times.  
   Our Little Friend.  
 Morgan Hill Sun Times.  
 Norwalk Call.  
 Nordhoff: The Ojai.  
 Oakdale Leader.

**California—Continued.****Oakland—**

Aranto.  
Messiah Advocate.  
Industrial News.

**Orange Post.****Orland Register.****Oxnard Courier.****Paso Robles Leader.****Petaluma Poultry Journal.****Placerville—**

Eldorado Republican.  
Nugget.

**Pomona Times.****Point Arena Record.****Redlands Citrograph.****Reedley Exponent.****Rio Vista River News.****Rocklin Placer Representative.****Sacramento Press.****St. Helena Sentinel.****Santa Barbara People's Paper.****San Dinis Eagle.****San Diego: S. C. Deutsche Zeitung.****San Fernando Valley Press.****San Francisco—**

Trade Journal.  
The Star.  
Argonaut.  
Mining & Engineering Review.  
News Letter.  
Butcher and Stock Journal.  
Vestkusten.  
Breeder and Sportsman.  
Retail Grocers' Advocate.

**San Jose Union Label.****San Sauto News.****Santa Maria Times.****Santa Ynez Argus.****Sawtelle—**

Veteran Enterprise.  
Sentinel.

**Selma: Fresno County Enterprise.****Sonora Banner.****Sutter Creek Record.****Suisun: Solano County News.****Washington: Yolo Independent.****Whittier Register.****Willits: Little Lake Herald.****Winters Express.****Woodland: Home Alliance.****Yreka—**

Journal.  
Siskiyou News.

**Colorado:****Aguilar: Apishapa Valley Record.****Amity Observer.****Arvado Sun.****Boulder: Boulder County Times.****Brush: Morgan County Republican.****Canon City Record.****Cheyenne Wells Republican.****Colorado Springs Mining Investor.****Collbran: Plateau Voice.****Craig: Routt County Courier.****Cripple Creek: Teller County Star.****Colorado—Continued.****Creede Candle.****Denver—****Western Woodman.****La Nazione.****Vorwaerts.****Graphic.****Reporter.****Highland Chief.****Svenska-Amerikanska West-  
ern.****Dolores Star.****Eads: Kiowa County Press****Elbert Tribune.****Elizabeth: Elbert County Banner.****Florence—****Exporte.****Citizen.****Fort Collins: Larmer County Dem-  
ocrat.****Fort Lupton Press.****Fort Morgan Herald.****Fruita: Mesa County Mail.****Glenwood Springs—****Avalanche Echo.****Post.****Golden—****Globe.****Transcript.****Greeley Tribune.****Gunnison Champion.****Kersey Enterprise.****Kremmling: Grand County News.****Lafayette News Free Press.****Loveland Register.****La Plata Miner.****Meeker Herald.****Monte Vista: San Luis Graphic.****New Castle: Garfield County Dem-  
ocrat.****New Windsor: Poudre Valley.****Ordway New Era.****Ouray Herald.****Pueblo—****L'Unione.****Il Vindice.****Sunday Opinion.****The Indicator.****Red Bluff Blade.****Red Cliff: Eagle County Blade.****Saguache Crescent.****Salida—****Record.****Chronicle.****Silver Plume Standard.****Silverton—****Standard.****Miner.****Springfield Herald.****Sterling: Logan County Advocate.****Telluride: San Miguel Examiner.****Trinidad Monitor.****Turret Gold Belt.****Twin Lakes Miner.****Victor Banner.****Wray: Wray Rattler.****Yampa Leader.**

## Connecticut:

Bristol Press.  
 Canaan Western News.  
 Danielson Transcript.  
 Greenwich—  
 News.  
 Graphic.

## Hartford—

New England Bulletin.  
 Dayspring.  
 Herald.  
 Farmington Valley Herald.  
 Collinsville Record.

Milford Citizen.  
 Moodus Advertiser.  
 New Britain Ostrern Herald.  
 New Canaan Messenger.  
 New Hartford Tribune.  
 New Haven Commercial Record.  
 Seymour Record.  
 Southington News.  
 Waterbury Beobachter.  
 West Cheshire Hamden Times.  
 Windsor Locks Journal.  
 Winsted Herald and Leader.  
 Woodbury Reporter.

## Delaware:

Middletown New Era.  
 Dover State Sentinel.

## District of Columbia:

Washington—  
 National Tribune.  
 American Spectator.

## Florida:

Alachua Post.  
 Apopka Citizen.  
 Birmingham Truth.  
 Bonifay Chronicle.  
 Bradentown Manatee River Journal.  
 Bronson Levy Times Democrat.  
 Daytona—  
 Halifax Journal.  
 Gazette News.  
 De Funiak Springs—  
 Breeze.  
 Herald.  
 Fort Myers Press.  
 Gainesville Christian Standard.  
 Green Cove Springs: Clay County Times.  
 Jacksonville—  
 Weekly Industrial Record.  
 Sunday School Lesson.  
 Jasper—  
 News.  
 Banner of Liberty.  
 Kissimmee Gazette.  
 Marianna Times Courier.  
 Mays Free Press.  
 Milbourne Times.  
 Ocala Banner.  
 Plant City Courier.  
 Punta Gorda Herald.  
 Sarasota Times.

## Florida—Continued.

St. Andrew Buoy.  
 St. Augustine Tatler.  
 Titusville Coast Advocate.  
 Wauchula Advocate.  
 West Palm Beach News.  
 Westville Advertiser.  
 White Springs Herald.  
 Zolfo: De Soto County Advertiser.

## Georgia:

Ashburn Wiregrass Farmer and Stockman.

## Atlanta—

Southern Architect.  
 Christian Index.  
 Southern Star.

Augusta Mirror.  
 Barnesville News Gazette.  
 Baxley News-Banner.  
 Blackshear Times.  
 Blakely News.  
 Bremen Gateway.  
 Broxton Journal.  
 Brunswick Herald.  
 Canon Universalist Herald.  
 Canton: Cherokee Advance.  
 Cedartown Standard.  
 Cochran Weekly Courier.  
 Covington—

Advocate.  
 Enterprise.

Crawfordsville Advocate.  
 Cumming North Georgian.  
 Dalton Herald.  
 Dawsonville Advertiser.  
 Elberton Star.  
 Ellijoy Times.  
 Fitzgerald—  
 Advance.  
 People.

Folkston: Charlton County Herald.

Hawkinsville Dispatch and News.  
 Hazlehurst News.  
 Hogansville News.  
 Jonesboro Enterprise.  
 La Grange Reporter.  
 Lavonia Standard Gauge.  
 Lawrenceville—  
 News Herald.

Gwinnett Journal.  
 Lumpkin Independent.  
 Mansfield Leader.  
 Marietta Courier.  
 Milner: Pike County News.  
 Moultrie Observer.  
 Montezuma Record.  
 Mount Airy Protectionist.  
 Mount Vernon: Montgomery Monitor.  
 Newman Herald and Advertiser.  
 Pembroke: Bryan County Enterprise.  
 Perry Home Journal.  
 Rome Tribune.

**Georgia—Continued.**

Savannah—  
 Independent.  
 Weekly Naval Stores Review.  
 Summerville News.  
 Sylvester: Worth County Local.  
 Thomasville Weekly Times Enterprise.  
 Thomson—  
 McDuffie Progress.  
 McDuffie Journal.  
 Woodbine: S. E. Georgian.

**Idaho:**

American Falls—  
 American Falls Advertiser.  
 Power City Press.  
 Blackfoot Republican.  
 Boise Unionist.  
 Caldwell News.  
 Challis Silver Messenger.  
 Cottonwood: Canvas Prairie Chronicle.  
 Coeur d'Alene Press.  
 Council Advance.  
 Cul de Sac Register.  
 Genesee News.  
 Halley: Wood River Times.  
 Idaho Falls Register.  
 Idaho City World.  
 Kendrick Gazette.  
 Malad City People's Advocate.  
 New Plymouth: Western Idahoan.  
 Nez Perce Herald.  
 Parma Herald.  
 Rathdrum Tribune.  
 Rigby Star.  
 Roosevelt: Prospector and Thunder Mountain News.  
 St. Anthony: Fremont County News.  
 Sandpoint: No. Idaho News.

**Illinois:**

Abingdon Enterprise-Herald.  
 Albany Review.  
 Alton Banner.  
 Arenzville Independent.  
 Ashmore Republican.  
 Assumption: Prairie State Tribune.  
 Atkinson Herald.  
 Athens Free Press.  
 Atwood Herald.  
 Auburn Citizen.  
 Augusta Eagle.  
 Aurora: Fox River Leader.  
 Austin Vindicator.  
 Barry Record.  
 Baylis Guide.  
 Belleville Post and Zeitung.  
 Bement Register.  
 Bloomington Record and Normal Advocate.  
 Bradford Republican.  
 Breese People's Interest.  
 Bridgeport Local Reporter.  
 Brocton Review.

**Illinois—Continued.**

Buckley Chronicle.  
 Bushnell Democrat.  
 Cabery Enquirer.  
 Campbell Hill Eclipse.  
 Camp Point Journal.  
 Canton—  
 Weekly Register.  
 Ledger.  
 Carbondale Free Press.  
 Carthage—  
 Gazette.  
 Hancock County Journal.  
 Cave in Rock—  
 Echo.  
 Hardin Echo.  
 Chadwick Clarion.  
 Champaign Times.  
 Chandlerville Times.  
 Chester Herald.  
 Chicago—  
 Semi-Weekly Skandinaven.  
 Sandebudet.  
 Prairie Farmer.  
 Farm Implement News.  
 Eye.  
 Farm, Field, and Fireside.  
 Interior.  
 Hotel World.  
 Katholisches Wochenblatt.  
 Live Stock Journal.  
 Chronicle (The Little).  
 Standard.  
 Official Methodist Weekly.  
 Swedish Tribune News.  
 Law Journal.  
 Chicago Markets.  
 Auze Talkvinst.  
 Pythian Leader.  
 Weekly Index.  
 Advance.  
 Christian Witness.  
 Die Glocke.  
 Farmer.  
 Das Wochenblatt.  
 Katholisches Sonntagsblatt.  
 Middle West.  
 Scandia.  
 Saturday Evening Herald.  
 Society Times.  
 Beobachter and Post.  
 Christian Century.  
 Black Diamond.  
 Lietuva.  
 Polish Weekly Zgoda.  
 Public.  
 Telegraph.  
 Ledger.  
 Free Methodist.  
 Luxemburger Vereinszeitung.  
 Technical.  
 Signal.  
 La Tribune Italiana.  
 Standard.  
 New Voice.  
 School Weekly.  
 Conservator.

## Illinois—Continued.

## Chicago—Continued.

Nya Wecko Posten.  
 American Bee Journal.  
 Dzevon.  
 Saturday Blade.  
 Chillicothe Bulletin.  
 Clayton Enterprise.  
 Clinton Times.  
 Chrisman Courier.  
 Cereal Springs News.  
 Decatur Hay and Grain Reporter  
 and Grain Men's Guide.  
 Delavan Advertiser.  
 Danville—  
 Zeitung.  
 Deutsche Zeitung.  
 Divernon News.  
 Downers-Grove Reporter.  
 East Dubuque Register.  
 Dwight—  
 Journal.  
 Star and Herald.  
 Edna Sun.  
 Effingham—  
 Volksblatt.  
 Republican.  
 Democrat.  
 Elizabeth News.  
 Elgin Dairy Report.  
 Equality Alio.  
 Evanston Press.  
 Fairfield Republican.  
 Farina News.  
 Farmer City Journal.  
 Fishe Reporter.  
 Flora—  
 Illinois Record.  
 Journal.  
 Franklin Grove Reporter.  
 Freeburg Tribune.  
 Galatia Star-Record.  
 Galesburg Labor News.  
 Genoa Republican-Journal.  
 Georgetown News.  
 Gibson City Courier.  
 Girard Anchor.  
 Gareville Record.  
 Grafton News.  
 Grayslake Times.  
 Greenup Press.  
 Granville Echo.  
 Granite City Press.  
 Greenfield Argus.  
 Greenview Leader.  
 Griggsville Herald.  
 Harrisburg Chronicle.  
 Hammond Courier.  
 Harvey—  
 Herald.  
 Tribune and Citizen.  
 Hinckley Review and Leader.  
 Highland Park News-Letter.  
 Hillsboro News.  
 Hopedale Times-Review.  
 Industry Enterprise.  
 Irving Times.

## Illinois—Continued.

Ivesdale News.  
 Joliet—  
 Amerikanski Slovenec.  
 News.  
 Kane Telegram.  
 Kansas Journal.  
 Kenney Gazette.  
 Kewanee Star-Courier.  
 Kirkland Enterprise.  
 Kirkwood Leader.  
 Lagrange Saturday Call.  
 Laharpe Times.  
 Lamolille Gazette.  
 Lamont Leader.  
 Lebanon Journal.  
 Lerne Eagle.  
 Leroy Eagle.  
 Litchfield—  
 Herald.  
 Monitor.  
 Lockport: Phoenix Advertiser.  
 London Mills Times.  
 Mackinaw Enterprise Gazette.  
 Malta: Creston Observer and Rec-  
 ord.  
 Manito Express.  
 Marengo Observer.  
 Marseilles Plaindealer.  
 Marshall Acorn.  
 Mascoutah—  
 Anzeiger.  
 Herald.  
 Mason City Banner.  
 Martinsville—  
 News.  
 Planet.  
 Martinton Sun.  
 Mattoon Commercial.  
 Maywood Herald-Recorder.  
 Medora Messenger.  
 Melvin Transcript.  
 Mendota—  
 Our Hope.  
 Sun-Bulletin.  
 Reporter.  
 Post.  
 Middleton Ledger.  
 Milan Independent.  
 Mohamet Sucker State.  
 Monmouth: Warren County Demo-  
 crat.  
 Monticello—  
 Platt County Pilot.  
 Platt County Republican.  
 Morris: Grundy County Sentinel.  
 Mound City Enterprise.  
 Mount Morris Index.  
 Mount Sterling: Brown County  
 Republican.  
 Moweaqua News.  
 Naperville Clarion.  
 Nebo Banner.  
 New Athens Journal.  
 New Canton Press.  
 Newman Independent.  
 Noble News.



## Illinois—Continued.

Normal: McLean County Herald.  
 Nunda Herald.  
 Oakland Ledger.  
 Oakpark School Weekly.  
 Oakwood News.  
 Odell Gazette and Reporter.  
 O'Fallon Progress.  
 Onarga Lender and Review.  
 Oquawka Journal.  
 Oregon Republican.  
 Ottawa: Illinois Posten.  
 Owaneco News.  
 Pana News.  
 Pawnee Weekly Herald.  
 Payson Times.  
 Pearl City News.  
 Pecatonica News.  
 Pekin Weekly Times.  
 Petersburg Observer.  
 Pinckneyville Advocate.  
 Pleasant Plains Weekly Press.  
 Plymouth: Tri-County Scribe.  
 Pocahontas Press.  
 Polo Visitor.  
 Pontiac Sentinel.  
 Port Byron Globe.  
 Princeville Telephone.  
 Prophetstown Spike.  
 Quincy—  
   Farmers' Call.  
   Optic.  
   Labor News.  
   Western Catholic.  
   Enterprise.  
   Journal of Industry.  
 Ramsey News-Journal.  
 Rankin Independent.  
 Rantoul—  
   Press.  
   News.  
 Raymond Independent.  
 Reynolds Press.  
 Ridge Farm Republican.  
 Roberts—  
   Reporter.  
   Herald.  
 Rockford Germania.  
 Rockton Herald.  
 Rogers Park North Shore News.  
 Rossville Press.  
 Rutland Record.  
 Seneca Record and News.  
 Shawneetown—  
   Gallatin Democrat.  
   News-Gleaner.  
 Shelbyville Leader.  
 Somonauk Revellie.  
 South Chicago Calumet Record.  
 Sparta—  
   Plaindealer.  
   Argonaut.  
 Springfield Staats-Wochenblatt.  
 Springfield Illinois Tradesman.  
 Springvalley Gazette.  
 Stewardson Clipper.

## Illinois—Continued.

Stockton News.  
 Streeter Trade and Labor Gazette.  
 Sullivan Progress.  
 St. Chester Journal.  
 St. Joseph Record.  
 East St. Louis—  
   News.  
   Gazette.  
 Sycamore Tribune.  
 Tallula Record.  
 Thawville Reporter.  
 Toledo Argus.  
 Toulon—  
   Stark County Sentinel.  
   Stark County News.  
 Troy Call.  
 Ullin County News.  
 Utica Weekly Gazette.  
 Vandalia: Fayette County Democrat.  
 Versailles Enterprise.  
 Virginia Enquirer.  
 Walnut Leader.  
 Warsaw Bulletin.  
 Washburn Leader.  
 Waukegan Daily and Weekly Gazette.  
 Wenona Index.  
 West Pullman Reporter.  
 Wilmette Local News.  
 Wilmington Advocate.  
 Woodstock Republican.

Indiana:

Amboy Independent.  
 Ambia Journal.  
 Andersonville: Four County Herald.  
 Angola—  
   Herald.  
   Magnet.  
 Argos Reflector.  
 Ashley Times.  
 Attica Ledger.  
 Batesville Tribune.  
 Bloomfield Democrat.  
 Boonville Standard.  
 Borden: Clark County Sentinel.  
 Boswell Enterprise.  
 Bourbon Advance.  
 Brazil Orthononus.  
 Brimfield Call.  
 Brookston Reporter.  
 Brownsburg Record.  
 Butler—  
   Record.  
   Epworth League Quarterly.  
 Cannellton Telephone.  
 Carlisle News.  
 Centerville News-Record.  
 Charlestown Citizen Weekly.  
 Chrisney Sun.  
 Clay City Democrat.  
 Clinton—  
   Clintonian.  
   Saturday Argus.

## Indiana—Continued.

Connersville Courier.  
 Cloverdale Graphic.  
 Covington Friend.  
 Crawfordsville Journal.  
 Cromwell News.  
 Culver Citizen.  
 Cynthiana Argus.  
 Darlington Echo.  
 Dublin: Wayne Register.  
 Earl Park Gazette.  
 Evansville—  
     Union Label.  
     Economist.  
     Post.  
     Democrat.  
     Farmland Enterprise.  
 Flora Enterprise-Sentinel.  
 Forest Weekly News.  
 Fort Branch Saturday Herald.  
 Fortville Tribune.  
 Fountain City Times.  
 Fowler Benton Review.  
 Fowlerton Review.  
 Frankfort—  
     Times.  
     Crescent-Standard.  
 Franklin—  
     Republican.  
     Democrat.  
 Frankton Critic.  
 Freeland Park Press.  
 Fredricksburg: Blue River Gazette.  
 Fulton Leader.  
 Gas City Star.  
 Gaston Gazette.  
 Gasport: Tri-County Reporter.  
 Grandview Monitor.  
 Greenfield Republican.  
 Greensburg New Era.  
 Greencastle Christian Union Messenger.  
 Greensburg Daily and Weekly News.  
 Greensfork: Wayne County Business Journal.  
 Greenwood Era.  
 Hillsboro Times.  
 Huntingburg—  
     Signal.  
     Independent.  
     Argus.  
 Huntington—  
     Herald.  
     Christian Conservator.  
     Farmers' Guide.  
 Indianapolis—  
     Jersey Bulletin.  
     United Mine Workers' Journal.  
 Indiana Harbor Sentinel.  
 Jamestown Press.  
 Jasper Herald.  
 Jonesboro Herald.  
 Kempton Chronicle.  
 Ladoga Leader.

## Indiana—Continued.

La Grange Standard.  
 Lafayette Commercial Gazette.  
 La Fontaine Herald.  
 Lawrenceburg Press.  
 Liberty Herald.  
 Linden Reporter.  
 Linton Call.  
 Losantville Enterprise.  
 Lynn Herald.  
 Marengo Observer.  
 Markle Journal.  
 Medaryville Advertiser.  
 Michigan City News.  
 Milford Mail.  
 Mitchell Tribune.  
 Monroeville Weekly Breeze.  
 Monticello—  
     White County Democrat.  
     Herald.  
 Monterey Sun.  
 Mooresville Times.  
 Morristown Sun.  
 Nappanee News.  
 Noblesville—  
     The Times.  
     Ledger.  
 North Judson News.  
 North Liberty News.  
 North Vernon Sun.  
 Orleans Progress-Examiner.  
 Paoli Republican.  
 Parker Review.  
 Pennville: Jay County Record.  
 Petroleum Journal.  
 Pine Village: Warren Sentinel.  
 Plymouth Chronicle.  
 Princeton Clarion News.  
 Remington Press.  
 Rensselaer—  
     Democrat-Sentinel.  
     Jasper County Democrat.  
     Journal.  
 Richmond Sun-Telegram.  
 Rising Sun Recorder.  
 Roann Clarion.  
 Rockport Democrat.  
 Rockville Republican.  
 Rosedale Tribune.  
 Rossville Journal.  
 Royal Center Record.  
 Rushville American.  
 Saratoga Independent.  
 Seymour—  
     Democratic Sun.  
     Republican.  
 Silver Lake Record.  
 Spencer: Owen County Journal.  
 Swayze Press.  
 Tell City—  
     Journal.  
     Anzeiger.  
 Troy Independent.  
 Upland Monitor.  
 Van Buren News Eagle.  
 Vevay Switzerland Democrat.

**Indiana—Continued.**

Versailles Republican.  
 Vincennes—  
   Commercial.  
   Western Sun.  
 Waterloo Press.  
 Waveland Independent.  
 Williamsport Warren Review.  
 Winamac—  
   Republican.  
   Pulaski County Democrat.  
 Wingate News.  
 Wolcottville Herald.

**Iowa:**

Adair News.  
 Afton Star Enterprise.  
 Alnsworth Clipper.  
 Alden Times.  
 Alton Democrat.  
 Altoona Herald.  
 Arlington News.  
 Arthur Advertiser.  
 Ashton Leader.  
 Atlantic—  
   Messenger.  
   Cass County Democrat.  
 Anthon Herald.  
 Auburn Record.  
 Bagley Gazette.  
 Batavia Watchman.  
 Belle Plaine Democrat Herald.  
 Belmont Herald.  
 Bloomfield—  
   Farmer.  
   Davis County Republican.  
 Bode Bugle.  
 Boone Independent.  
 Bradgate News.  
 Brighton News.  
 Britt News.  
 Burlington Saturday Evening Post.  
 Cambridge Leader.  
 Cascade Katholischer Waechter.  
 Chariton Patriot.  
 Charles City Herald.  
 Charlotte Record.  
 Chester Sun-Herald.  
 Clerfield Enterprise.  
 Clinton Merry War.  
 Conrad Record.  
 Coon Rapids—  
   Citizen.  
   Enterprise.  
 Corning Free Press.  
 Council Bluffs Freie Presse.  
 Danville News.  
 Davenport: Iowa Reform.  
 Davis City Lariat.  
 Decorah—  
   Public Opinion.  
   Republican.  
   Posten.  
 Des Moines—  
   Christian Union.  
   Spirit of the West.  
   Deal of Progress.

**Iowa—Continued.**

Des Moines—Continued.  
   Mail and Times.  
   Western World.  
   Iowa Staats Anzeiger.  
 Denison—  
   Bulletin.  
   Review.  
 De Soto Advocate.  
 Donnellson Review.  
 Dougherty World.  
 Dubuque National Democrat.  
 Durant Star News.  
 Dysart Reporter.  
 Eagle Grove Eagle.  
 Earlville: Phoenix and Colesburg  
   Clipper.  
 Exira: Audubon County Journal.  
 Farley Advertiser.  
 Farmington Herald.  
 Fayette Reporter.  
 Garner: Hancock County Demo-  
   crat.  
 Garwin News.  
 Gilman Dispatch.  
 Gladbrook Northern.  
 Grand Junction Headlight.  
 Granville Gazette.  
 Griswald American.  
 Grundy Center Republican.  
 Guttenburg—  
   Press.  
   Clayton County Journal.  
 Hamburg Reporter.  
 Harlan American.  
 Hartley Herald.  
 Harvey News.  
 Hinton Gazette.  
 Hubbard Monitor.  
 Hudson Record.  
 Humboldt Independent.  
 Ida Grove—  
   Record Era.  
   Ida County Times.  
 Inwood Herald.  
 Iowa City Republican.  
 Jefferson Sentinel.  
 Kellerton Globe.  
 Keokuk Post Anzeiger.  
 Keosauqua State Times Democrat.  
 Kiron News.  
 Knoxville Journal.  
 Lake Park News.  
 Lake View Resort.  
 Lanesboro News.  
 Lansing—  
   Allamakee Journal.  
   Mirror.  
 Laporte City Progress-Review.  
 Larabee Review.  
 Lawler Dispatch.  
 Letts Record.  
 Lewis Standard.  
 Logan Observer.  
 Luverne News.  
 Lynnville Star.

## Iowa—Continued.

McGregor News.  
 Madrid Register-News.  
 Malvern Leader.  
 Marshalltown—  
     Prohibitionist.  
     Reflector.  
     Beobachter.  
 Mediapolis News.  
 Melbourne Record.  
 Melrose Big Four Record.  
 Mingo News.  
 Missouri Valley: Harrison County  
     News.  
 Modall Pride.  
 Mondamin Enterprise.  
 Monona Leader.  
 Monroe Mirror.  
 Mount Pleasant Republican.  
 Muscatine Der Correspondent.  
 Murray News.  
 Nevada Watchman.  
 New Hampton Courier.  
 New London Farmers' Times.  
 New Market Herald.  
 Newton Record.  
 Ollie Observer.  
 Orange City: De Vrije Hollander.  
 Osceola Sentinel.  
 Oskaloosa Record.  
 Ottumwa Saturday Herald.  
 Packwood Review.  
 Paullina Times.  
 Pella—  
     Chronicle.  
     Baptist Record.  
 Pleasanton: Indian State Index.  
 Pomeroy Herald.  
 Postville Volksblatt.  
 Princeton Journal.  
 Quasqueton Quasquetonian.  
 Radcliff Signal.  
 Rake Register.  
 Rippey Register.  
 Rock Rapids—  
     Review.  
     Deutscher General Anzeiger.  
 Rock Valley Bee.  
 Roland Record.  
 Royal Banner.  
 Sac City—  
     Sun.  
     Democrat.  
 St. Ansgar Enterprise.  
 Scranton Journal.  
 Shelby News.  
 Sheffield Press.  
 Sidney: Tremont County Sun.  
 Silver City Times.  
 \* Sioux City Monitoren.  
 Solon Economy.  
 Sioux Center Nieuwsblad.  
 \* Sioux City Farmers' Tribune.  
 Sioux Rapids Republican Press.  
 \* Sioux City Volksfreund.  
 Spencer Herald.

## Iowa—Continued.

Stanwood Herald.  
 Story City Visergutten.  
 Stratford Courier.  
 Tama News.  
 Thompson Courier.  
 Thor—  
     Star Tribune.  
     Enterprise.  
 Titonka Topic.  
 Treynor Record.  
 Tripoli Leader.  
 Ute Independent.  
 Van Meter Reporter.  
 Victor Index.  
 Wapello Tribune.  
 Webb Record.  
 Webster City—  
     Graphic Herald.  
     Freeman.  
 West Branch: West Branch Times.  
 West Side Journal.  
 West Union: West Union Gazette.  
 Wheatland Gazette.  
 Wilton Junction Advocate-Review.  
 Winterset—  
     Reporter.  
     Madisonian.  
 Woodburn Record.  
 Indian Territory:  
     Adair Ledger.  
     Addington Free Lance.  
     Antlers News.  
     Atoka Indian Citizen.  
     Beggs Independent.  
     Broken Arrow Ledger.  
     Byars Banner.  
     Chicotah Enquirer.  
     Coalgate Courier.  
     Comanche News.  
     Crowder City Guardian.  
     Foyll Statesman.  
     Francis Bulletin.  
     Hartshorne Sun.  
     Heavener Clipper.  
     Holdenville Times.  
     Indianola Enterprise.  
     Iowa Breeze.  
     Kingston Messenger.  
     Lindsay News.  
     McAlester News.  
     Marietta Monitor.  
     Mareon Review.  
     Mannsville News.  
     Miami Record-Herald.  
     Muldrow Press.  
     Muscogee—  
         People's Blade.  
         Cimeter.  
 Poteau—  
     Journal.  
     Poteau News.  
 Roff Eagle.  
 Sterett Sun.  
 Stigler Beacon.  
 Tishomingo: Chickasaw Capitol.

## Indian Territory—Continued.

Tulsa Democrat.  
Tupelo Times.  
Wagoner Sayings.  
Welch Watchman.  
Wilburton Gazette.  
Wister News.  
Wynnewood New Era.

## Kansas:

Ablene: Dickinson County News.  
Admire News.  
Alma Enterprise.  
Americus Greeting.  
Argentine Republic.  
Allen: North Lyon County Journal.  
Bonner Springs Chieftain.  
Buffalo Advocate.  
Burlington Republican.  
Bluff City News.  
Burns Citizen.  
Bronson Pilot.  
Baldwin Republican.  
Caney News.  
Canton Pilot.  
Carbondale Carbondalian.  
Cawker City Public Record.  
Cedarvale Commercial News.  
Clifton News.  
Colby Free Press.  
Courtland Register.  
Cuba Daylight.  
Corning Gazette.  
Clyde Farmer's Voice.  
Derby Chronicle.  
De Soto Eagle Eye.  
Dexter Advocate.  
Dighton: Lane County Journal.  
Dodge City Journal-Democrat.  
Downs Times.  
Ellsworth Messenger.  
Elsmore Enterprise.  
Erie Record.  
Florence Bulletin.  
Formosa New Era.  
Frankfort Review.  
Fredonia: Wilson County Citizen.  
Galesburg Enterprise.  
Garnett Independent Review.  
Gas City Herald.  
Girard Independent News.  
Glasco Sun.  
Goodland—  
News.  
Republic.  
Grenola Greeting and Chief.  
Greenleaf Sentinel.  
Greensburg Republican.  
Haviland Onlooker.  
Highland Vidette.  
Holton Recorder-Tribune.  
Horton Headlight.  
Hoxie—  
Sentinel.  
Palladium.  
Hutchison News.  
Independence Times.  
Inman Review.

## Kansas—Continued.

Junction City Sentinel.  
Kansas City—  
Topeka Plaindealer.  
Leader.  
Kansas Sun.  
Gazette.  
Lansing: Leavenworth County  
News.  
Larned—  
Chronoscope.  
Tiller and Toller.  
Lawrence World.  
Leavenworth—  
Western Life.  
Tribune.  
Leroy Reporter.  
Lewis Press.  
Lincoln Sentinel.  
Logan Democrat.  
Longton News.  
Logan Republican-News.  
McLouth Times.  
McPherson—  
Opinion.  
Freeman.  
Democrat.  
Macksville Enterprise.  
Manhattan News.  
Mankato Western Advocate.  
Melvern Western Review.  
Minneapolis—  
The Better Way.  
Messenger.  
Moline Review.  
Moran Herald.  
Morland Advance.  
Mound City: Torch of Liberty.  
Moundridge Journal.  
Mulberry News.  
Mulvane—  
News.  
Record.  
Newton: Post and Volksblatt.  
Norton Courier.  
Norwich Herald.  
Neosho Falls Post.  
Neodesha Register.  
New Albany Ray.  
Oberlin Herald.  
Olathe—  
Tribune.  
Mirror.  
Osage City Public Opinion.  
Oskaloosa Independent.  
Oswego Blade.  
Ottawa Herald.  
Overbrook Citizen.  
Potter Kansan.  
Pratt—  
Union.  
Republican.  
Pittsburg Kansan.  
Parsons Palladium.  
Pawnee Rock: Rock Herald.  
Peabody Gazette.  
Portis Independent.

## Kansas—Continued.

Reading Recorder.  
 Rossville Reporter.  
 Russell Reformer.  
 Sabetha Star.  
 St. Mary's Star.  
 Salina—  
   Herald.  
   Union.  
 Santa Fe Monitor.  
 Scandia Journal.  
 Scott City Chronicle.  
 Scranton Gazette.  
 Sedan Times Star.  
 Sedan Lance.  
 Selden Independent.  
 Soldier Clipper.  
 Spearville News.  
 Spring Hill New Era.  
 Sterling—  
   Journal.  
   Bulletin.  
 Stockton—  
   The Western News.  
   Rooks County Record.  
 Sylvan Grove News.  
 Sylvia Sun.  
 Syracuse News.  
 Topeka—  
   Farmer's Mail and Breeze.  
   Plaindealer.  
   Kansas Farmer.  
 Udall News.  
 Washington Republican Register.  
 White City Register.  
 Wichita Democrat.  
 Wellington: Sumner County Star.  
 Winfield—  
   Weekly Tribune.  
   Tribune.  
 Whitewater Independent.

Kentucky:  
 Albany Journal.  
 Auburn Advocate.  
 Bardstown Standard.  
 Bardwell: Carlisle County News.  
 Bedford: Trimble Democrat.  
 Berea Citizen.  
 Bowling Green News-Democrat.  
 Brooksville Review.  
 Burkesville—  
   Cumberland County News.  
   News.  
 Catlettsburg Democrat.  
 Cloverport: Breckenridge News.  
 Cynthia Log Cabin.  
 Dixon Journal.  
 Dover News.  
 Earlinton Bee.  
 Fulton Commercial.  
 Frenchburg Agitator.  
 Fulton Baptist Flag.  
 Grayson Bugle-Herald.  
 Greensburg Record.  
 Greenville Record.  
 Hardinsburg: Breckenridge Demo-  
   crat.

## Kentucky—Continued.

Harlan Enterprise.  
 Harrodsburg—  
   Herald.  
   Democrat.  
 Hartford—  
   Republican.  
   Herald.  
 Hazel Green Herald.  
 Henderson Semiweekly Gleaner.  
 Hickman Courier.  
 Hopkinsville—  
   New Era.  
   Independent.  
 Horse Cave Gazette.  
 Kuttawa: Lyon County Times.  
 Lancaster Central Record.  
 London Mountain Echo.  
 Louisville—  
   Farmers' Home Journal.  
   Argus.  
   Christian Observer.  
   Standard.  
   Inland Farmer.  
   Free Press.  
   Journal of Labor.  
 Madisonville Graphic.  
 Mayfield—  
   Messenger.  
   Weekly Messenger.  
 Monticello: Wayne County Out-  
   look.  
 Morgantown Republican.  
 Mount Vernon Signal.  
 Mumfordsville: Hart County News.  
 Murray—  
   Neighborhood News.  
   Calloway Times.  
 Owenton Herald.  
 Paducah Sun.  
 Richmond Climax.  
 Russellville: Logan County News.  
 Sebree: Green River News.  
 Sharpsburg: Bath County World.  
 Shepherdsville Pioneer Bullitt.  
 Smithland Livingston Banner.  
 Springfield News-Leader.  
 Valley View Argent.  
 Warsaw Independent.  
 Williamstown Courier.  
 Wingo Outlook.

Louisiana:  
 Abbeville Idea.  
 Bunkie Review.  
 Colfax Chronicle.  
 Covington News.  
 Crowley Signal.  
 Denham Springs News.  
 De Ridder Messenger.  
 Dodson Times.  
 Franklinton New Era.  
 Greensburg: St. Helens Echo.  
 Gretna Jefferson Democrat.  
 Independence News.  
 Jeannerette Coast Herald.  
 Lake Arthur Herald.  
 Lockport Lafourche Democrat.

**Louisiana—Continued.**

Logansport Interstate Newsboy.  
 Mansfield Journal.  
 Many Sabine Banner.  
 Monroe News.  
 Morgan City Review.  
 New Orleans—  
   United Labor Journal.  
   Jewish Ledger.  
   La Planter.  
 New Roads Banner.  
 Opelousas Courier.  
 Patterson New Era.  
 Rayville: Richland Beacon News.  
 Roseland Herald.  
 Ruston Colored Globe.  
 Thibodaux—  
   Lafourche Cornet.  
   Commercial Journal.  
 Vivian Tri-State Sun.  
 West New Orleans Herald.  
 Winnfield Southern Sentinel.  
 Welsh Rice Belt Journal.

**Maine:**

Augusta Journal.  
 Bar Harbor—  
   Life.  
   Record.  
 Camden Herald.  
 Calais Weekly Journal.  
 Caribou: Aroostook Republican.  
 Kennebunk Eastern Star.  
 Lewiston Journal.  
 Millinocket Journal.  
 Pittsfield Advertiser.  
 Portland Zions Advocate.  
 Rockland Opinion.  
 Sanford Tribune.  
 Springvale Advocate.  
 Wiscasset Sheepscot.  
 York Transcript.

**Maryland:**

Aberdeen Enterprise.  
 Baltimore—  
   Labor Leader.  
   Wecher.  
   Afro-American Ledger.  
   Methodist Protestant.  
   Southern Methodist.  
   Saturday Review.  
 Berlin Advance.  
 Chestertown—  
   Enterprise.  
   Peninsula Methodist.  
 Easton—  
   Easton Star-Democrat.  
   Gazette.  
 Elkton: Cecil Whig.  
 Ellicott City—  
   Times.  
   Progress.  
 Frederick—  
   Examiner.  
   The News.  
 Frostburg Mining Journal.  
 Hampstead Enterprise.  
 Hancock Star.

**Maryland—Continued.**

Havre de Grace Republican.  
 Leonardtown: St. Mary's Enterprise.  
 Laurel—  
   Democrat.  
   Leader.  
 Myersville Monitor.  
 Oakland Journal.  
 Port Deposit Press.  
 Prince Fredericktown: Calvert Gazette.  
 Salisbury Courier.  
 Taneytown: Carroll Record.  
 Upper Marlboro Gazette.  
 Williamsport Leader.  
 Woodsboro Banner of Liberty.  
**Massachusetts:**  
 Ayer—  
   Groton Landmark.  
   Turner's Public Spirit.  
 Beverly Citizen.  
 Boston—  
   Commercial Bulletin.  
   Zion's Herald.  
   Apparel Retailer.  
   Gazetta Del. Massachusetts.  
   Woman's Journal.  
   New England Grocer.  
   Medical and Surgical Journal.  
   Living Age.  
   Boot and Shoe Recorder.  
   Young Pilgrim and World's Crisis.  
   American Shoemaking.  
   Wellspring Congregationalist.  
 Braintree Observer and Reporter.  
 Bridgewater Independent.  
 Brookline—  
   Chronicle.  
   Press.  
 Chelsea Gazette.  
 Cottage City Herald.  
 Clinton Courant.  
 East Bridgewater: Carver Manuscript-Star.  
 East Cambridge Times.  
 Easthampton Enterprise.  
 Falmouth Enterprise.  
 Fall River Independent.  
 Fitchburg North Star.  
 Greenfield Recorder.  
 Haverhill—  
   Sunday Record.  
   Saturday Evening Criterion.  
 Hudson: Hudson News.  
 Jamaica Plains News.  
 Lawrence—  
   Leader.  
   Sentinel.  
 Mansfield News.  
 Marlboro L'Estafette.  
 Methuen Transcript.  
 Medford—  
   Leader.  
   Mercury.  
   Taft's Weekly.

**Massachusetts—Continued.**

Melrose Journal and Reporter.  
 Middleboro—  
   Plymouth County Publishing  
   Company.  
   News.  
 Millbury Journal.  
 New Bedford: Corrico Portugues.  
 Newburyport Item.  
 Quincy Patriot.  
 Spencer Leader.  
 Springfield Citoyen Franco Ameri-  
   can.  
 South Boston—  
   Inquirer.  
   Dorchester Sentinel.  
 South Bridge Herald.  
 Taunton Weekly Spy.  
 Ware News.  
 Wareham Times.  
 Wellesley Courant.  
 Westboro Chronotype.  
 Woburn News.  
 Warren Herald.  
 Worcester Scandinavian.  
 Uxbridge Compendium.

**Michigan:**

Allegan Press.  
 Almont Herald.  
 Alpena Argus.  
 Ann Arbor: Washtenaw Post.  
 Baldwin Star.  
 Bangor Advance.  
 Bay City—  
   Sugar Beet Culturist and  
   Dairy Advertiser.  
   Press.  
 Beaverton Clarion.  
 Belding News.  
 Berrien Springs Era.  
 Big Rapids Herald.  
 Breckenridge Clarion.  
 Bronson Journal.  
 Caledonia News.  
 Capac News.  
 Caro: Tuscola County Advertiser.  
 Cass City Chronicle.  
 Cedar Springs Clipper.  
 Charlotte Leader.  
 Cheboygan Democrat.  
 Chelsea Standard-Herald.  
 Clare Sentinel.  
 Clio Star.  
 Coral News.  
 Constantine Item.  
 Cooperville Observer.  
 Covert Free Press.  
 Davison Index.  
 Deerfield Times-Journal.  
 Delton Graphic.  
 Detroit—  
   Union Advocate.  
   Informer.  
   Law Journal.  
   Stimme der Wahrheit.  
   Truth.  
   Presbyterian.

**Michigan—Continued.**

Detroit—Continued.  
 Christian Advocate.  
 Michigan Farmer.  
 Legal News.  
 Royal Oak Tribune and Dear-  
   born Independent.  
 Christian Herald.  
 Jewish American.  
 Dimondale News.  
 Dowagiac Republican.  
 Eaton Rapids Journal.  
 Elkton Advance.  
 Elk Rapids Progress.  
 Escanaba—  
   Iron Port.  
   The Mirror.  
 Fife Lake Monitor.  
 Flushing Observer.  
 Fowlerville Standard.  
 Frankfort: Benzie County Patriot.  
 Gagetown Times.  
 Gallen Advocate.  
 Gladstone Reporter.  
 Gladwin: Gladwin County Record.  
 Gobleville News.  
 Grand Ledge Independent.  
 Grand Rapids—  
   Chronicle.  
   Times.  
   Germania Sonntagsbote.  
   Middle West.  
 Hart: Oceana Republican.  
 Hartford—  
   People's Alliance.  
   Dayspring.  
 Harrisville: Alcona County Re-  
   view.  
 Hillsdale—  
   Democrat.  
   Standard.  
 Howell: Livingston Herald.  
 Ionia Standard.  
 Ithaca: Gratiot County Journal.  
 Jackson: Michigan Volksfreund.  
 Jonesville Gazette.  
 Kingsley Echo.  
 Kingston News.  
 Lake City Plain Dealer.  
 Lake Linden: Native Copper  
   Times.  
 Lake Odessa Wave.  
 Lapeer Clarion.  
 Leland Enterprise.  
 Linden Leader.  
 Litchfield Gazette.  
 Lowell Ledger.  
 Ludington Record-Appeal.  
 McBride Review.  
 Manistee Volkszeitung.  
 Manton Weekly Tribune.  
 Maple Rapids Dispatch.  
 Marcellus News.  
 Marion Leader.  
 Marshall Statesman.  
 Mason: Ingham County Democrat.  
 Midland Sun.



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Milford Times.  
 Millersburg Enterprise.  
 Millington Gazette.  
 Mount Clemens—  
   Monitor.  
   Press.  
 Mount Morris Enterprise.  
 Mount Pleasant—  
   Central Michigan Times.  
   Tribune.  
   Isabella County Enterprise.  
 Mulliken News.  
 Munising News.  
 Newberry News.  
 Newaygo Republican.  
 Omer Progress.  
 Palo Post.  
 Prairieville Press.  
 Petoskey Independent.  
 Pittsford Reporter.  
 Pontotoc Sentinel.  
 Portland Observer.  
 Republic American.  
 Reed City: Osceola County Independent.  
 Rochester Era.  
 St. Joseph Saturday Herald.  
 St. John's News.  
 Saginaw—  
   Post Zeitung.  
   Journal.  
   Valley News.  
 Sandusky Republican.  
 Saranac Advertiser.  
 Saugatuck Commercial Record.  
 Schoolcraft Express.  
 Scottville Enterprise.  
 Sebewaing—  
   Review.  
   Blade.  
 Sherman Pioneer.  
 South Boardman News.  
 South Haven—  
   Tribune-Messenger.  
   Citizen-Advocate.  
 Standish Independent.  
 Stanton Clipper.  
 Tecumseh News.  
 Turner Arenac Republican.  
 Utica Sentinel.  
 Union City Register.  
 Vernon Argus.  
 Walkerville News.  
 White Cloud Eagle.  
 West Branch Herald-Times.  
 Yale Expositor.  
 Ypsilanti—  
   The Ypsilantian.  
   Sentinel-Commercial and Ann Arbor Weekly Argus.

**Minnesota :**

Adrian: Nobles County Democrat.  
 Albert Lea: Freeborn County Standard.  
 Alexandria Citizen.  
 Armandale Advocate.

**Minnesota—Continued.**

Anoka Herald.  
 Ashawa Northland Farmer.  
 Bandette: Rainy River Region.  
 Backus Times.  
 Belgrade Tribune.  
 Belle Plaine Herald.  
 Beaver Bay: Lake County Advocate.  
 Big Falls Compass.  
 Bird Island Union.  
 Big Fork Settler.  
 Blue Earth Post.  
 Brainerd Arena.  
 Brandon Echo.  
 Breckenridge Telegram.  
 Briceyn Sentinel.  
 Buffalo Journal.  
 Caledonia Journal.  
 Canby News.  
 Cambridge: Isanti County Press.  
 Ceylon Herald.  
 Chisholm—  
   Tribune.  
   Herald.  
 Chokio: Stevens County Review.  
 Clara City Herald.  
 Clearwater Herald.  
 Cold Spring Record.  
 Danube Herald.  
 Detroit Record.  
 Dexter Dexterite.  
 Ellendale Eagle.  
 Excelsior Record.  
 Faribault Republican.  
 Duluth—  
   N. W. Com. News and N. W. Herald.  
   Tribunal.  
   Labor World.  
   Posten.  
 East Grand Forks Valley View.  
 Elmore Eye.  
 Fairmount—  
   Martin County Independent.  
   Martin County Sentinel.  
 Farmington: Dakota County Tribune and Gazette.  
 Fergus Falls—  
   Free Press.  
   Wheelocks Weekly.  
   Ugeblad.  
 Fertile Journal.  
 Foxhouse Hustler.  
 Frazer Free Press.  
 Frost Record.  
 Fulda Republican.  
 Gary Graphic.  
 Geneva Register.  
 Glenwood Press.  
 Good Thunder Herald.  
 Glennville Progress.  
 Granada Times.  
 Grand Meadow Record.  
 Hanley Falls Press.  
 Hanska Herald.  
 Harmony News.

## Minnesota—Continued.

## Hastings—

Gazette.

Democrat.

Hawley: Clay County Herald.

Hendricks Pioneer.

Henning Advocate.

Herman Review.

Hills Crescent.

Hinckley Enterprise.

Houston Signal.

Hutchison Leader.

International Falls Border Budgett.

Ivanhoe Times.

Jeffers Review.

Jordan Independent.

Lafayette Ledger.

Lake City Graphic Sentinel.

Lake Crystal Union.

Lanesboro Leader.

Lester Prairie News.

Le Sueur News.

Lindstrom: Chicago County Press.

Litchfield—

Independent.

Saturday Review.

Little Fork Guardian.

Little Falls Herald.

Long Prairie: Todd County Argus.

Lyle Tribune.

McIntosh Times.

Madison Independent Press.

Mallard Call.

Mankato—

Journal.

Free Press.

Western Farmer and Dairyman.

Mantorville Express.

Maple Lake Messenger.

Marine Mills Mascott.

Marietta Messenger.

Melrose Beacon.

Middle River Pioneer.

Milaca Times.

Minneapolis—

Lutheraneren.

Northwestern Agriculturist.

Echo De L'Quest.

Union.

Svenska Roman Bladet.

Svenska Folkets Tidning.

Progress.

Register.

Argus.

Northwestern Miller and Bellman.

Svenska Amerikanska Posten.

Masonic Observer.

Mitzpah Message.

Montevideo Commercial.

Monticello Times.

Morris Sun.

Morristown Press.

Mountain Lake Unser Besucher.

Murdock Voice.

## Minnesota—Continued.

New Ulm: Brown County Journal.

New York Mills Nusi Kotimaa.

New Ulm—

Post.

Volksblatt and Journal.

Review.

Nicollet Leader.

North Branch Review.

North St. Paul Sentinel.

Norwood Times.

Olberg Journal.

Ollivia Review.

Owatonna People's Press.

Osakis Review.

Park Rapids: Hubbard County Clipper.

Paynesville Press.

Pelican Rapids Press.

Pequot Enterprise.

Pipestone Farmers' Leader.

Pine Island Record.

Pine River Sentinel.

Princeton News.

Red Wing News.

Rochester: Olmsted County Democrat.

Russell Review.

Ruthlon Gazette.

Sacred Heart Journal.

St. Paul—

Dairy Record.

Der Wanderer.

A. O. U. W. Guide.

Record.

Times.

Farm Zeitung.

Sonntagsblatt.

People's Gazette and Twin City Guardian.

St. Peter Tribune.

Sank Rapids Sentinel-Free Press.

Sauk Center Herald.

Shakople Argus.

Sleepy Eye Dispatch.

Starbuck Times.

Stillwater—

Messenger.

St. Croix Post.

Washington County Journal.

Hermanns Sohn.

Tenstrike Tribune.

Tintah Weekly Call.

Tracy Republican Trumpet.

Truman Tribune.

Two Harbors Iron News.

Vernon Center News.

Vesta Censor.

Villard Grit.

Wabash Standard.

Walker Pilot.

Waseca—

Herald.

Journal Radical.

Wabaso Standard.

Warroad Plaindealer.

West Concord Enterprise.

Minnesota—Continued.  
 Wheaton Weekly Footprints.  
 Willmar Tribune.  
 Windom: Cottonwood County Citizen.  
 Winona—  
   Westlicher Herald.  
   Volkshblatt Des Westens.  
 Wolverton Progress.  
 Woodstock News.  
 Zumbro Falls Messenger.  
 Mississippi:  
 Amory Times.  
 Brookhaven: Lincoln County Times.  
 Belzona Enterprise.  
 Beulah Avalanche.  
 Carrollton Conservative.  
 Charleston: Tullohatchie Journal.  
 Clarksdale Journal.  
 Canton Baptist.  
 Cary Weekly Negro World.  
 Cleveland Enterprise.  
 Corinth Herald.  
 Decatur Times and News.  
 Enterprise Eastern Banner.  
 Fayette Chronicle.  
 Fulton: Itawamba County News.  
 Greenville—  
   Blade.  
   Southern Forum.  
 Gloster Record.  
 Holly Springs South.  
 Hattiesburg Times.  
 Hazelhurst Courier.  
 Iuka Vidette.  
 Lexington Advertiser.  
 Liberty Southern Herald.  
 Leakesville: Greene County Herald.  
 Lumberton Head Black.  
 Leland Enterprise.  
 McComb Enterprise.  
 McHenry News.  
 Meridian Appeal.  
 Natchez Democrat and Courier.  
 Newton Record.  
 New Albany Gazette.  
 Okalona—  
   Sun.  
   Messenger.  
 Philadelphia—  
   Democrat.  
   Nishoba Democrat.  
 Pittsboro Dixie Herald.  
 Quitman Globe.  
 Ruleville Yellow Dog.  
 Scranton: Pascagonia Democrat Star.  
 Shuqualak New Era.  
 Silver Creek Star.  
 Summit Sentinel.  
 Scooba Kemper Herald.  
 Tunica Delta Democrat.  
 Vaiden Carroll News.  
 Vicksburg National Star.  
 Walnut Grove Dawn of Light.

Mississippi—Continued.  
 Waynesboro Record.  
 West Point—  
   Advertiser.  
   Leader.  
 Missouri:  
 Altamont Index.  
 Amsterdam Enterprise.  
 Arrow Rock Statesman.  
 Ashland Bugle.  
 Alva: Douglas County Herald.  
 Bakersfield News.  
 Belle Review.  
 Bellflower News.  
 Benton Record.  
 Birch Tree Eagle.  
 Blackburn Record.  
 Blackwater News.  
 Blairstown Herald.  
 Bland Courier.  
 Bloomfield Vindicator.  
 Bonne Terre Star.  
 Boonville Advertiser.  
 Brashear News.  
 Breckinridge Bulletin.  
 Bucklin Herald.  
 Buffalo Reflex.  
 Cabool Times.  
 Callao Herald.  
 Camden Point Home Bee.  
 Cameron Observer.  
 Canton News.  
 Cape Girardeau Secular Weekly Progress.  
 Carrollton Daily and Weekly Democrat.  
 Caruthersville Pennscott Press.  
 Centerville Reformer.  
 Charleston Courier.  
 Chillicothe Constitution.  
 Clarksburg Review.  
 Clayton: St. Louis County Watcher.  
 Coffeyburg Enterprise.  
 Colecamp Courier.  
 Columbia—  
   Missouri Herald.  
   Professional World.  
 Cornling Mirror.  
 Cowgill Chief.  
 Doniphan—  
   Prospect News.  
   Republican.  
   Ripley County Democrat.  
 Downing News.  
 Deepwater World.  
 Eldon Advertiser.  
 Fair Play Advocate.  
 Festus News.  
 Fillmore Lever.  
 Forsyth Republican.  
 Fulton Journal.  
 Galena: Stone County Oracle.  
 Gallatin Democrat.  
 Glasgow Missourian.  
 Grant City Star.  
 Gentry Sentinel.

## Missouri—Continued.

Gorin—  
 Argus.  
 Missouri State News.  
 Grant City: Worth County Times.  
 Hamilton—  
 Hamiltonian.  
 Farmer's Advocate.  
 Harding News.  
 Harrisonville: Cass County  
 Leader.  
 Hartsburg Truth.  
 Hartville Republican.  
 Hayti Penniscot Argus.  
 Higginsville—  
 The Advance.  
 Jeffersonian.  
 Thalbot.  
 Hillsboro Jefferson Democrat.  
 Holden Progress.  
 Houston: Texas County Star.  
 Jackson—  
 Missouri Cash Book.  
 Herald.  
 Jasper News.  
 Jefferson City Post.  
 Kahoka Gazette-Herald.  
 Kansas City—  
 Tribune.  
 Catholic Register.  
 Western Contractor.  
 Word and Way.  
 Leader.  
 Keytesville—  
 Chariton Courier.  
 Chariton Record.  
 King City—  
 Chronicle.  
 King City Democrat.  
 Kirksville Graphic.  
 Knobnoster Gem.  
 Laclede Blade.  
 Laddonia Herald.  
 Lamar Leader.  
 La Monte Record.  
 La Plata Republican.  
 Lebanon Republican.  
 Lexington Intelligencer.  
 Liberal Enterprise.  
 Lincoln Republican.  
 Linn: Osage County Republican.  
 Linn Creek: Camden County News.  
 Linneus: Linn County News.  
 Lockwood Times.  
 Ludlow Herald.  
 Macks Creek: Camden County  
 Rustic.  
 Malta Bend Qui Vive.  
 Mansfield Mail.  
 Marble Hill Press.  
 Marshall Republican.  
 Marshfield Chronicle.  
 Memphis—  
 Democrat.  
 Reville.  
 Mendon Constitution.

## Missouri—Continued.

Merwing Clipper.  
 Mexico Intelligencer.  
 Middletown Chips.  
 Minden Mines: Missouri-Kansas  
 Herald.  
 Mokane Herald-Post.  
 Monett Times.  
 Monticello: Lewis County Journal.  
 Monroe City Democrat.  
 Montrose Recorder.  
 Mound City Jeffersonian.  
 Mountain Grove Journal.  
 Mount Vernon: Lawrence County  
 Record.  
 Neosha Times.  
 New Florence: Montgomery Coun-  
 ty Leader.  
 New Haven Leader.  
 New London: Ralls County Rec-  
 ord.  
 New Madrid Southeast Missourian.  
 Norborne Democrat.  
 Osceola Republican.  
 Otterville Mail.  
 Pacific Transcript.  
 Pilot Grove Record.  
 Pineville Democrat.  
 Pleasant Hope Eclipse.  
 Purdy News.  
 Plattsburg Leader.  
 Palmyra Herald.  
 Pilot Grove Enterprise.  
 Polo Vindicator.  
 Princeton Post.  
 Queen City—  
 The Leader.  
 Queen City Transcript.  
 Ravenswood Gazette.  
 Republic Monitor.  
 Rich Hill—  
 Western Enterprise.  
 Mining Review.  
 Rolla Herald-Democrat.  
 Rushville News.  
 Rutledge Record.  
 St. Charles Banner-News.  
 St. James Journal.  
 St. Joseph Catholic Tribune.  
 St. Louis—  
 The Republic.  
 Farm Progress.  
 Investor.  
 Butchers and Packers' Ga-  
 zette.  
 Herald des Glaubens.  
 Medical Review.  
 Missouri State Republican.  
 Central Law Journal.  
 Saturday Union Record.  
 Christian Advocate.  
 Przewodnik Polski.  
 Salem Democrat-Bulletin.  
 Sarcoxie—  
 Sarcoxie Record.  
 Leader.

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Sedalia—  
 Capitol.  
 Ruralist.  
 Journal.  
 Seneca—  
 Hustler.  
 Dispatch.  
 Seymour Flashlight.  
 Sheldon Enterprise.  
 Sheridan Advance.  
 Southwest City Republic.  
 Spicard: Grundy County Gazette.  
 Springfield Sunday Tradesman.  
 Stanberry—  
 Owl.  
 Headlight.  
 Steelville Ledger.  
 Stewartsville Record.  
 Sturgeon Leader.  
 Sullivan Sentinel.  
 Sumner Star.  
 Tipton Times.  
 Trenton—  
 The Times.  
 Republican Tribune.  
 Troy Free Press.  
 Union Tribune.  
 Union Star Herald.  
 Unionville: Putnam County Journal.  
 Ulrich Herald.  
 Utica Herald.  
 Vandalla Leader.  
 Van Buren Current Local.  
 Versailles: Morgan County Republican.  
 Warrenton Volksfreund.  
 Warsaw—  
 Times.  
 Benton County Enterprise.  
 Whitesville Banner.  
 Waverly Gazette.  
 Wayland Old Homestead.  
 Wellsville Optic News.  
 Westboro Enterprise.  
 Westphalia: Osage County Volksblatt.  
 West Plains Journal.  
 Wheeling Gazette.  
 Willow Spring Republican.  
 Windsor Review.  
 Winona: Shannon County Democrat.

**Montana:**

Basin Progress and Mining Review.  
 Belt Valley Times.  
 Butte—  
 Tribune Review.  
 Montana Catholic.  
 Culbertson Searchlight.  
 Deer Lodge Silver State.  
 Dillon Tribune.  
 Gardiner Wonderland News.  
 Glasgow News.  
 Glendive Independent.

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Lewistown: Fergus County Argus.  
 Livingston Post.  
 Malta Enterprise.  
 Virginia City Times.  
 Whitefish Pilot.  
 Whitehall Sunlight.

**Nebraska:**

Ainsworth Star Journal.  
 Arapahoe Pioneer.  
 Ashland—  
 Gazette.  
 Journal.  
 Auburn—  
 Westlicher Beobachter.  
 Nemaha County Herald.  
 Bartley Inter Ocean.  
 Beemer Times.  
 Bertrand: Ind. Herald.  
 Blair—  
 Courier.  
 Herman Cyclone.  
 Bloomfield Journal.  
 Bushville Recorder.  
 Bradshaw Republican.  
 Bruning Courier.  
 Broken Bow: Custer County Republican.  
 Carleton Leader.  
 Center Register.  
 Central City Record.  
 Columbus Blene.  
 Central City Nonpareil.  
 Chambers Bugle.  
 Coleridge Blade.  
 Cozad Local.  
 Creighton Liberal.  
 Crete Vidette Herald.  
 Curtis Courier.  
 Dakota City: Northern Nebraska Eagle.  
 Davenport People's Journal.  
 Du Bois News Record.  
 Dodge Criterion.  
 Ewing People's Advocate.  
 Exeter Enterprise.  
 Eagle Beacon.  
 Elgin Review.  
 Fairbury Gazette.  
 Falls City Tribune.  
 Florence Items.  
 Franklin Sentinel.  
 Friend Telegraph.  
 Fullerton News Journal.  
 Garrison Argus.  
 Genoa Times.  
 Gibbon Reporter.  
 Gordon Journal.  
 Grand Island Democrat.  
 Greeley Citizen.  
 Gretna Breeze.  
 Guide Rock Signal.  
 Hartington—  
 Cedar County News.  
 Cedar County Wachter.  
 Havelock Messenger.  
 Hay Springs Enterprise.

## Nebraska—Continued.

Hebron—

Register.

Champion.

Holdrege Progress.

Holstein News.

Homer Free Press.

Hymis Tribune.

Juniata Herald.

Kimball Western.

Kennard Enterprise.

Lexington Clipper Citizen.

Lindsay Post.

Liberty Journal.

Long Pine Journal.

Loup City—

Times Independent.

Northwestern.

Lincoln County Merchant.

Lodgepole Express.

Lyons Mirror.

Meade Advocate.

Monroe Looking Glass.

Mullen: Hooker County Tribune.

Minden Courier.

Nehawka Register.

Neligh Leader.

Newman Grove Herald.

Norfolk Times.

Oakland Independent.

Ogalalla: Keith County News.

Omaha—

Excelsior.

Western Laborer.

Trade Exhibit.

Ord Weekly Journal.

Orchard News.

Overton Herald.

Pierce: Pierce County Leader.

Passaic Item.

Pawnee City—

Press.

Republican.

Ponca Journal.

Plymouth News.

Roseland: Adams County Gazette.

Riverton Review.

Rushville Standard.

St. Edward Sun.

St. Paul—

Republican.

Phonograph Press.

Scottsbluff Herald.

Scribner Rustler.

Seward Independent.

Shubert Citizen.

Sidney Republican.

Stella Press.

Springview Herald.

Superior Express.

Tekamah Journal.

Thurston Gazette.

Utica Sun.

Upland Eagle.

Union Ledger.

Valentine Democrat.

## Nebraska—Continued.

Valley Enterprise.

Verdigris Citizen.

Verdon Vedette.

Wahoo—

Democrat.

Wask.

West Point: Nebraska Volksblatt.

Wisner Free Press.

Waterloo Gazette.

Willcox Herald.

Weeping Water Republican.

Wood River—

Sunbeam.

Interests.

Wymore Wymoreau.

## Nevada:

Elko Free Press.

Eureka Sentinel.

Hawthorne: Walker Lake Bulletin.

Wells: Nevada State Herald.

Yerington: Lyon County Times.

## New Hampshire:

Bethlehem: White Mountain Echo and Tourists' Geg.

Bradford Pathfinder and Visitor.

Canaan Reporter.

Claremont Advocate.

Franklin Journal-Transcript.

Lancaster: Cass County Democrat.

Manchester Emerald.

Meredith News.

Nashua Telegraph.

Newmarket Advertiser.

Portsmouth: New Hampshire Gazette.

Rochester—

The Record.

Currier.

Salmon Falls Independent.

Wolfboro: Granite State News.

Woodsville News.

Warren News.

## New Jersey:

Allentown Messenger.

Asbury Park Shore Press.

Atlantic City—

Monthly Atlantic Magazine.

Atlantic Times and Democratic Star-Gazette.

Atlantic Highlands Journal.

Bridgeton Dollar Weekly News.

Bordentown Register.

Camden—

Stockton Times.

West Jersey Press.

Carlstadt Freie Presse.

Chatham Press.

Dunellen Call.

East Orange Gazette.

East Rutherford Enterprise.

Egg Harbor Pilot.

Elizabeth Revue.

Elmer: S. P. Foster.

Flemington Democrat.

## New Jersey—Continued.

Hackettstown Warren Republican.  
Hoboken—

Journal.  
The Inquirer.

Keyport Weekly.  
Lambertville Beacon.

Long Branch—  
Record.  
News.

Moorestown Republican.  
Merchantville Times.

Nutley Sun.

Netcong: New Jersey Union  
Times.

Newark La Frusta.

New Egypt Press.

Newport City Local.

Ocean Grove Times.

Orange—  
Chronicle.  
Journal.

Passaic—  
Item.

Record.

Paterson De Telegraf.

Plainfield—

Review.

Sabbath Visitor and Sabbath  
Recorder.

Pleasantville Press.

Rahway: New Jersey Advocate.

Riverton New Era.

Salem Sunbeam.

Seabright News.

South Orange Gazette.

Summit Herald.

Tenafly Record.

Trenton—

New Jersey State Journal.

Trades Union Advocate.

Washington Star.

Westfield Leader.

White House Station Review.

## New Mexico:

Albuquerque Barbarian.

Aztec: San Juan County Index.

Clayton—

El Fenix.

La Cronica.

Cloudcroft Silver Lining.

Deming Headlight.

Las Vegas—

Revista Catolica.

El Independent.

Melrose Headlight.

Portales—

Times.

Herald.

Roswell—

Tribune.

Register Tribune.

Raton Range.

Texico Trumpet.

Tres Pledras Mining Reporter.

## New York:

Akron—

Herald and Breeze.  
News.

Albany Telegram.

Albion Orleans Republican.

Alfred Sun.

Alexandria Thousand Island Sun.

Altamont Enterprise.

Amityville—

Long Island Enterprise.  
Record.

Almond Gleaner.

Andover News.

Antwerp Gazette.

Avoca Advance.

Ballston Spa Journal.

Bardonia Adler.

Batavia Times.

Bath: Steuben Courier.

Bay Shore Journal.

Belfast Blaze.

Binghamton Democratic News.

Booneville Herald.

Brockport Republic.

Brookfield Courier.

Brooklyn—

Reflector.

Record.

Brooklyn Reform.

Reformer.

Nordlyset.

Bruston: Facts and Fallacies.

Buffalo—

Progress.

International Gazette.

Callicoon: Sullivan County Demo-  
crat.

Camden Advance.

Canajoharie Hay Trade Journal.

Canandaigua: Ontario Journal.

Catskill Recorder.

Canandaigua Repository Messen-  
ger.

Canton: St. Lawrence Plaindealer.

Carmel: Putnam County Courier.

Carthage Republican.

Cato Citizen.

Cattaraugus Times.

Cazenovia Republican.

Cleveland Lakeside Press.

Center Moriches Messenger.

Cherry Creek News.

Chappaqua Item.

Coney Island (Brooklyn, N. Y.)  
Journal.

Cooperstown—

Otsego Farmer.

Freeman Journal.

Corfu Enterprise.

Corinth Corinthian.

Cortland—

Journal.

Democrat.

Coxsackie Union.

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Dalton Enterprise.  
 Dansville Advertiser.  
 Delhi—  
   Delevan Express.  
   Delaware Republican.  
 De Ruyter Gleaner.  
 Dundee Observer.  
 East Aurora Advertiser.  
 East Syracuse—  
   News.  
   Express Publishing Co.  
 Ellicottville Post.  
 Earlville Standard.  
 Fairport—  
   Monroe County Mail.  
   Herald.  
 Falconer American Bee Keeper.  
 Fort Covington Sun.  
 Franklinville Journal.  
 Freeport: Nassau County Review.  
 Fulton—  
   Observer.  
   Patriot.  
 Fultonville: Montgomery County  
   Republican.  
 Geneva—  
   Advertiser-Gazette.  
   Tribune.  
 Gorham New Age.  
 Goshen Democrat.  
 Glen Falls Messenger.  
 Gottenville Staten Island Tran-  
   script.  
 Hamburg: Erie County Press.  
 Hamilton Republican.  
 Hammond Advertiser.  
 Harpersville Budget.  
 Hicksville Press.  
 Hicksville (L. I.) News.  
 Holcomb Weekly Review.  
 Holley Standard.  
 Homer Republican.  
 Honeoye Falls Times.  
 Horseheads: Chemung Valley Re-  
   porter.  
 Hudson Republican.  
 Hunter Review.  
 Ilion News.  
 Interlaken Review.  
 Ithaca—  
   Democrat.  
   Ithacan.  
 Jamaica Local News.  
 Jamestown Vartland.  
 Kingston Argus.  
 Larchmont Times.  
 Lestershire Endicott Recorder.  
 Leroy Genesee Courier.  
 Liberty Democrat.  
 Livingston Manor Ensign.  
 Lowville Times.  
 Lyons: Lyon Republican.  
 Malone: Franklin Gazette.

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Marcellus—  
   Marcellus Observer-Camillus.  
   Enterprise Elbridge Citizen.  
 Mamaroneck: Democrat and Rye  
   Herald.  
 Marathon Independent.  
 Margaretville: Catskill Mountain  
   News.  
 Marlborough Record.  
 Massena Observer.  
 Mexico—  
   Independent.  
   Mexico Independent.  
 Milford Tidings.  
 Mineola, L. I.: Nassau Gazette.  
 Montgomery Standard and Re-  
   porter.  
 Monticello Republican Watchman.  
 Mount Kisco Recorder.  
 Morris Chronicle.  
 Mount Morris Enterprise.  
 Naples News.  
 Newark Union.  
 New Berlin Gazette.  
 New Rochelle Paragraph.  
 New York City—  
   The Photograph.  
   Bronx Local.  
   Yorkville Courier.  
   Harlem Local.  
   West End Sentinel.  
   Washington Heights Star.  
   News.  
   Christian Intelligencer.  
   Companion.  
   Army and Navy Journal.  
   War Cry.  
   Young Soldier.  
   Stridsrope.  
   American Gas Light Journal.  
   Observer.  
   Irish-American Advocate.  
   Medelin.  
   Defender.  
   Engineering News.  
   Rivijta Evangelico.  
   Hotel Register Company.  
   Masonic Standard.  
   Automobile Topics.  
   Nordstyernan.  
   Underwriter.  
   World.  
   Standard and Vanity Fair.  
   Churchman.  
   Truth Seeker.  
   American Telephone Journal.  
   Town Topics.  
   Medical Journal.  
   Nordisk Tidende.  
   Japanese American Commer-  
   cial Weekly.  
   Observer.  
   Fruit and Produce News.



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Financial Review.  
 American Herald.  
 Newberry Democrat.  
 Leslie's Weekly.  
 Shipping Illustrated.  
 Christian and Missionary Alliance.  
 Hebrew Standard.  
 The American Banner.  
 North Side News.  
 Trotter and Pacer.  
 Der Amerikaner.  
 Nunda News.  
 Oakfield Reporter.  
 Olean Ledger.  
 Ogdensburg Mirror.  
 Oneida Post.  
 Oneonta Press.  
 Oriskany Falls News.  
 Ossining on Hudson: Democratic Register.  
 Owego—  
 Gazette.  
 Times.  
 Parrish Mirror.  
 Patterson News.  
 Penn Yan—  
 Yates County Chronicle and  
 Rushville Chronicle.  
 Express.  
 Perry Herald News.  
 Pine Hill—  
 Optic.  
 Sentinel.  
 Pine Plains Register.  
 Port Byron Chronicle.  
 Port Jefferson—  
 Weekly.  
 Echo.  
 Portville Autograph.  
 Potsdam—  
 Herald-Recorder.  
 Courier and Freeman.  
 Ravena News.  
 Red Creek Herald.  
 Rensselaer Eagle.  
 Richmond Record.  
 Richmondville Phoenix.  
 Ripley Review.  
 Rochester Catholic Journal.  
 Roscoe Rockland Review.  
 Sandy Creek News.  
 Saranac Lake: Adirondack Enterprise.  
 Sayville: Suffolk County News.  
 Scarsdale Inquirer.  
 Schenectady Das Deutsche Journal.  
 Seneca Falls Reveller.  
 Sherman: Chautauqua News.  
 Shortsville Enterprise.  
 Spencer Needle.  
 Saugerties Telegraph.

**New York—Continued.****Syracuse—**

Catholic Sun.  
 News.  
 Theresa Gleaner.  
 Troy Frele Presse.  
 Tuckahoe: East Chester Citizen Bulletin.  
 Tupper Lake Herald.  
 Unadilla Times.  
 Union Endicott News.  
 Van Etten Valley Breeze.  
 Walden Citizen.  
 Warsaw Western New Yorker.  
 Warwick Advertiser.  
 Waterford Times.  
 Watervliet Gazette.  
 Watkins—  
 Democrat.  
 Express.  
 Weedsport—  
 Cayuga Chief.  
 Sentinel.  
 Whitehall Times.  
 White Plains: Eastern State Journal.  
 Windsor Standard.  
 West Winfield Star.  
 Wyoming Reporter.  
 New York City: Torose Publishing Co.  
**North Carolina:**  
 Albemarle: Hanly Enterprise.  
 Ayden Free Will Baptist.  
 Brevard News.  
 Carthage Blade.  
 Charlotte—  
 People's Paper.  
 Textile Excelsior.  
 Afro-American Presbyterian.  
 Franklin Press.  
 Greensboro—  
 North Carolina Christian Advocate.  
 Our Church Record.  
 Patriot.  
 High Point Ledger.  
 Littleton True Reformer.  
 Lexington Dispatch.  
 Marshall: Madison County Record.  
 Maxton Scottish Chief.  
 Mocksville Davis Record.  
 Morgantown News-Herald.  
 North Wilkesboro—  
 The North Wilkesboro Hustler.  
 Hustler.  
 Raleigh Enterprise.  
 Randleman Times.  
 Tarboro Southern.  
 Taylorsville Mountain Scout.  
 Tryon Bell.  
 Warrenton Record.  
 Washington Progress.  
 Yadkinville Ripple.

## North Dakota :

Balfour Statesman.  
 Bimford Times.  
 Bismarck Settler.  
 Bowbells—  
   Tribune.  
   Bulletin.  
 Bowden Guardian.  
 Braddock News.  
 Buford Tribune.  
 Cando: Towner County Democrat.  
 Casselton Reporter.  
 Center Republican.  
 Crosby Review.  
 Churchs Ferry Sun.  
 Crary Public Opinion.  
 Cleveland Statesman.  
 Cogswell Enterprise.  
 Crystal Call.  
 De Lamere Mistletoe.  
 Deslacs Observer.  
 Devils Lake Journal.  
 Donnybrook Courier.  
 Edmore Herald News.  
 Enderlin: Ransom County Independent.  
 Fessenden: Wells County News.  
 Fargo Fram.  
 Flaxton Times.  
 Hampden Reporter.  
 Havana Record.  
 Hillsboro Statistidende.  
 Jamestown—  
   Stutsman County Democrat.  
   Capitol.  
 Kindred Tribune.  
 Kensal Journal.  
 Langdon: Cavalier County Republican.  
 Larimore—  
   Pioneer Printing Company.  
   Pioneer.  
 Lidgerwood Broadaxe.  
 McLeod Enterprise.  
 Mahall: Benville County Tribune.  
 Mayville—  
   The Goose River Farmer.  
   Tribune.  
 Milton Globe.  
 Napoleon Homestead.  
 Oberon Reporter.  
 Oakes Times.  
 Perth Journal.  
 Portal International.  
 Palermo Standard.  
 Reynolds: Red River Valley Sun.  
 St. Thomas Times.  
 Sawyer Clipper.  
 Schofer Record.  
 Sherbrooke: Steele County Tribune.  
 Stanley Sun.  
 Steele Ozone Report.  
 Sykeston Tribune.  
 Tagus Mirror.  
 Velva Journal.

## North Dakota—Continued.

Wahpeton—  
   Globe.  
   Times.  
 Walcott Reporter.  
 Walhalla Mountaineer.  
 Wheelock Tribune.  
 White Earth Record.  
 Wilton News.  
 Wishek News.

## Ohio:

Ada—  
   University Herald.  
   Record.  
 Akron People.  
 Alger Gazette.  
 Amanda Enterprise.  
 Archbald Advocate.  
 Ashland—  
   Press.  
   Brethern Evangelist.  
 Ashley: Tri-County Star.  
 Ashtabuh Amerikan Sanomab.  
 Ashville Home News.  
 Attica Journal.  
 Beach City Commercial.  
 Berea—  
   Advertiser.  
   Enterprise.  
 Bethel Journal.  
 Beverly Dispatch.  
 Bloomdale Derrick.  
 Bowersville Advocate.  
 Bowling Green Democrat.  
 Bradner Advocate.  
 Brookville Star.  
 Bryan—  
   Republican.  
   Democrat.  
 Caledonia Enterprise.  
 Canal Winchester Times.  
 Canton—  
   Buck Eye News.  
   Ohio Volkszeitung Co.  
 Carrollton—  
   Free Press Standard.  
   Chronicle.  
 Cedarville Record.  
 Celina—  
   Mercer County Bote.  
   Mercer County Standard.  
   Democrat.  
 Centerburg Gazette.  
 Chardon Glanga Republican.  
 Chillicothe Unsera Zeit.  
 Cincinnati—  
   Trades Union Journal.  
   The Lookout.  
   Christian Weekly.  
   Christian Standard.  
   South West.  
   Pythian News.  
   Volksfreund.  
   Catholic Telegraph.  
   American Israelite.  
   Western Tobacco Journal.

## Ohio—Continued.

Cincinnati—Continued.

Der Christliche.

Chronicle.

Clarington Independent.

Cleveland—

Dennice Novoreke.

Catholic Universe.

Patonia.

Kirshenzeitung.

The Trident.

Magyor Hermondo.

Cockett's Weeklies.

Volksfreund.

The Inland Grocer.

Journal.

The Gazette.

Post.

Collinwood Chronicle.

Columbus—

Lutherische Kirchenzeitung.

Express.

American Issue.

Town Topics.

Waisenfreund.

Columbus Grove Clipper.

Cortland Herald.

Crestline Advocate.

Creston Journal.

Crooksville Advance.

Cumberland Echo.

Cuyahoga Falls Reporter.

Cynnet Review.

Danville Tri-County Leader.

Dayton Lutheran Evangelist.

Delphos Herald.

Dillonvale News.

Doylestown Journal.

East Cleveland: Cleveland Signal.

East Liverpool: Weekly Crisis and  
Saturday Review.

Eaton—

Herald.

Democrat.

Edgerton Earth.

Elmore Tribune.

Elmwood Place Valley Blade.

Elyria—

Republican.

Democrat.

Fayette—

Review.

Record.

Gallipolis: Gallia County News.

Garrettsville Journal.

Girard Journal.

Greenfield Republican.

Greenspring Echo.

Glenville (Cleveland Station)—

Times.

Bratenohl Times.

Greenville—

Democrat.

Courier.

Hamilton Volksstimme.

Hammondsport Herald.

## Ohio—Continued.

Hillsboro—

Dispatch.

Gazette.

Huntsville News.

Jamestown—

Green County Press.

Journal.

Jefferson Sentinel.

Kent Bulletin.

Kelbuck News.

Kingston Tribune.

Lepsic Free Press.

Lima—

Advertiser.

Courier.

Lockland: Millcreek Valley News.

London Times.

Londonville Advocate.

Lyons Exponent.

McClure Trio.

McCombs—

Record.

Herald.

McConnellsville: Morgan County  
Democrat.

Mansfield News.

Marion Deutsche Presse.

Massillon Gleaner.

Masson Appeal.

Mendon Herald.

Miamisburg News.

Middleport Republican.

Montpelier Enterprise.

Mount Sterling Tribune.

Murray News.

Napoleon North West News.

Newcomerstown News.

New Concord Enterprise.

New Lexington Tribune.

Newton Falls Tri-County News.

New London Record.

New Matamoras Mail.

New Paris—

Mirror.

New Madison Herald.

New Philadelphia Deutsche Beob-  
achter.

New Vienna Reporter.

Norwalk—

Huron County News.

Experiment.

Ohio City News.

Orrville Courier.

Ottawa—

Gazette.

Putnam County Democrat.

Ottoville Tri-County News.

Oxford News.

Pandora Times.

Payne Reflector Press Review.

Pemberville Leader.

Plain City—

Dealer.

Advocate.

Plymouth Advertiser.

## Ohio—Continued.

Point Clinton: Ottawa County Re-  
public.  
Portsmouth Correspondent.  
Prairie Depot Observer.  
Prospect Monitor.  
Quaker City: Quaker Independent.  
Quincy Press.  
Ravenna—  
Republican.  
Inland Grocer.  
Ross Venice Graphic.  
Rushsylvania Record.  
St. Paris News Dispatch.  
Salem Weekly Bulletin.  
Scio Weekly Herald.  
Shelby News.  
Sherwood Chronicle.  
Shiloh Review.  
Sidney—  
Shelby County Anzeiger.  
Journal Gazette.  
South Charleston Echo.  
South Solon Independent-Advance.  
Spencerville Journal-News.  
Steubenville Gazette.  
Swanton Enterprise.  
Sylvania—  
Ohio Sun.  
Sun.  
Tiffin News.  
Toledo—  
Blade.  
Saturday World.  
Kurger Ohloski Publishing  
Company.  
Express.  
Ameryka-Echo.  
Toronto Tribune.  
Troy Miami Union.  
Urichsville—  
Chronicle.  
Irvin City Independent.  
Utica—  
Herald.  
A. O. Garrison.  
Van Wert Republican.  
Verona News.  
Versailles Policy.  
Wadsworth Banner Press.  
Wakeman Independent Press.  
Wapakoneta Auglaize Republican.  
Warren—  
Chronicle.  
Democrat.  
Wauseon—  
Democratic Exposition.  
Republican.  
Waynesfield—  
Chronicle.  
Miami Gazette.  
West Alexandria: Irvin Valley  
Echo.  
West Jefferson Home News.  
West Liberty Banner.  
West Manchester Tribune.  
West Mansfield Enterprise.

## Ohio—Continued.

West Salem Reporter.  
West Unity Reporter.  
Williamsport News.  
Willshire Herald.  
Woster—  
Wayne County Democrat.  
Herald.  
Zanesville—  
Labor Journal.  
Post.  
Courier.

## Oklahoma:

Altus—  
Times.  
Weekly News.  
Ames Enterprise.  
Arcadia Star.  
Binger Journal.  
Blackwell—  
Sun.  
Times-Record.  
Braman Leader.  
Bridgeport News.  
Butler Herald.  
Carmen—  
Headlight.  
Wood County News.  
Carney Enterprise.  
Cestos Reporter.  
Chattanooga News.  
Cleo Journal.  
Cordell—  
Herald Sentinel.  
Beacon.  
Corvington—  
Weekly Leader.  
Leader.  
Davenport Leader.  
Douglas News.  
Deer Creek Times.  
Edmond Enterprise.  
Elk City Record.  
Enid—  
Echo.  
Events.  
Stants Zeitung.  
Erick: Green County Republican.  
Fallis Star.  
Frederick Enterprise.  
Geary—  
Okeene Leader.  
Watonga Herald.  
Bulletin.  
Glencoe Mirror.  
Grand: Day County Progress.  
Guthrie—  
Weekly Oklahoma Farmer.  
Oklahoma Farmer.  
Register.  
Helena Free Press.  
Hennessey Press-Democrat.  
Hunter Enterprise.  
Jones City News.  
Lawton Farm News.  
Lexington Leader.  
Luther Register.

**Oklahoma—Continued.**

Manitou Field Glass.  
 Medford Star.  
 Morrison Sun.  
 Mount Park Herald.  
 Mountain View Republican.  
 Moulton Advertiser.  
 Mooreland Leader.  
 Mulhall Enterprise.  
 Newkirk Democrat Herald.  
 Norman Transcript.  
 Oklahoma City Volksblatt.  
 Okarche Times.  
 Pittsburg La Trinacria.  
 Perry—  
   Sentinel.  
   Enterprise.  
 Pond Creek: Grand County Vi-  
   dette.  
 Ponca City Courier.  
 Ringwood Leader.  
 Shattuck Homesteader.  
 Snyder Signal Star.  
 Shawnee Dispatch.  
 Stillwater Gazette.  
 Stroud Star.  
 Tologa—  
   Advocate.  
   Western School News.  
 Tecumseh—  
   Republican.  
   County Democrat.  
 Temple Tribune.  
 Texmo Times.  
 Texola Herald.  
 Tyrone Observer.  
 Wakito Herald.  
 Waynoka: Woods County Enter-  
   prise.  
 Weatherford Republican.  
 Woodward—  
   Dispatch.  
   News.  
 Yukon San and Mastan Mail.

**Oregon:**  
 Albany Democrat.  
 Amity Enterprise.  
 Bend Bulletin.  
 Condon—  
   Times.  
   Globe.  
 Cottage Grove Bohemia Nuggett.  
 Coquille Sentinel.  
 Dufur Dispatch.  
 Dallas: Polk County Itemizer.  
 Echo—  
   Messenger.  
   Register.  
 Elgin Recorder.  
 Enterprise: Wallowa Chieftain.  
 Eugene Register.  
 Freewater Times.  
 Forest Grove Times.  
 Gresham: Beaver State Herald.  
 Grants Pass: Oregon Mining Jour-  
   nal.  
 Heppner Times.  
 Hillsboro Independent.

**Oregon—Continued.**

Helix Herald.  
 Hood River Glacier.  
 Independence: West Side Enter-  
   prise.  
 Jacksonville Democratic Times.  
 Junction City Times.  
 Klamath Falls Express.  
 La Grande Chronicle.  
 Lakeview: Lake County Exam-  
   iner.  
 McMinnville—  
   News-Reporter.  
   Pacific Baptist.  
   Telephone Register.  
 Medford Southern Oregonian.  
 Mitchell Sentinel.  
 Newberg Enterprise.  
 North Powder News.  
 North Yamhill Record.  
 Ontario Argus.  
 Pilot Rock Record.  
 Portland—  
   Commercial Review.  
   Oregon Tradesman.  
   Nachruhten.  
   New Age.  
   Sunday Welcome.  
   Pacific Scandinavian.  
   The Jewish Tribune.  
   North Pacific Rural Spirit.  
   Pacific Christian.  
   Weekly and Sunday Orego-  
   nian.  
   Catholic Sentinel.  
   Northwestern Pacific Farmer.  
 Port Oxford Tribune.  
 Prairie City Times.  
 Salem Pacific Homestead.  
 Sheridan New Sun.  
 Silver Lake Central Oregonian.  
 Sumpter Blue Mount.  
 Tillamook—  
   Herald.  
   Headlight.  
 Toledo Reporter.  
 Wallowa News.  
 Weston Leader.

**Pennsylvania:**  
 Allentown Unabhaengiger Republ-  
   kaner.  
 Altoona—  
   Deutscher Volksfuehrer.  
   Deutsche Wacht.  
   Altoona Tribune.  
 Aunville Journal.  
 Archbald Citizen.  
 Austin Autograph.  
 Avondale Herald.  
 Bath Record.  
 Barnesboro Star.  
 Beaver Argus and Radical.  
 Beaver Springs Herald.  
 Bedford Inquirer.  
 Bellevue Suburban Life.  
 Big Run Tribune.  
 Bridesburg: North Philadelphia  
   Tribune.

## Pennsylvania—Continued.

Brownsville Monitor.  
 Brookville Republican.  
 Butler: Butler County Record.  
 Canton World.  
 Carlisle American Volunteer.  
 Carnegie—  
   Item.  
   Union.  
 Catasauqua Dispatch.  
 Chambersburg: Franklin Repostory.  
 Chester—  
   Independent.  
   Democrat.  
 Clairton Circle.  
 Clearfield Times-Monitor.  
 Coopersburg Sentinel.  
 Coudersport—  
   Potter Enterprise.  
   Journal.  
 Corry Plain Dealer.  
 Crafton: Chartiers Valley Mirror.  
 Cresson Record.  
 Curwensville Mountaineer.  
 Dallas Weekly Post.  
 Dalmatia Item.  
 Dayton News.  
 Duncannon Record.  
 Ebensburg—  
   Cambria Tribune.  
   Mountaineer Herald.  
 Elizabeth Herald.  
 Elizabethville Echo.  
 Elmhurst Signal.  
 Ephrata Reporter.  
 Frackville Star.  
 Frankford—  
   Dispatch.  
   Herald.  
 Franklin—  
   The People.  
   Venango Spectator.  
 Greenville: Shenango Valley News.  
 Glen Riddle Herald.  
 Gettysburg Compiler.  
 Grove City Reporter.  
 Hallstead County Herald.  
 Hamburg Item.  
 Hanover—  
   Record.  
   Herald.  
 Harrisburg—  
   Church Advocate.  
   The Evangelical.  
   Evangelische Zeitschrift.  
 Hathoro Journal.  
 Hawley Times.  
 Howard Hustler.  
 Hughesville Mail.  
 Indiana—  
   Messenger.  
   Indiana Progress.  
   Times.  
 Irwin Republican Standard.  
 Jeanette Westmoreland Journal.

## Pennsylvania—Continued.

Johnsonburg Breeze.  
 Johnstown—  
   Johnstown Freie Presse.  
   Tribune.  
 Kane Leader.  
 Kennett Square Advance.  
 Kittanning—  
   Tribune.  
   Democrat Sentinel.  
 Knox: Clarion County National.  
 Kutztown Patriot.  
 Lancaster—  
   Lancaster Law Review.  
   Bankers and Brokers Times.  
   Labor Leader.  
 Lansdale Republican.  
 Leechburg Advance.  
 Lewisburg Orange and Blue.  
 Lewistown—  
   Free Press.  
   Gazette.  
 Lititz—  
   Lititz and Popular.  
   Express.  
 Liverpool Sun.  
 Lykens Standard.  
 McConnellsburg: Fulton County News and Democrat.  
 Macungie Progress.  
 Mahanoy Plane Valley News.  
 Manayunk—  
   Times.  
   Advance.  
 Meshoppen Enterprise.  
 Meyersdale Commercial.  
 Middleburg: Snyder County News.  
 Middleton Journal.  
 Middleburg Post.  
 Middletown Press.  
 Mifflinburg Telegraph.  
 Mifflintown Juniata Herald.  
 Millheim Journal.  
 Millville—  
   Tablet.  
   Weekly Tablet.  
 Millvale Valley Journal.  
 Minersville Free Press.  
 Montgomery Mirror.  
 Montrose Independent-Republican.  
 Mount Pleasant Journal.  
 Muncy Herald.  
 McKeesport Svenska Veckobladet.  
 McDonald Record.  
 Nanticoke Herald.  
 Natrona: Western Pennsylvania Press.  
 Nazareth Item.  
 New Bethlehem Leader.  
 New Brighton: Beaver Valley News.  
 New Berlin Reporter.  
 New Castle Democrat.  
 Nicholson Examiner.  
 Norristown: Montgomery County Law Reporter.  
 Northeast Advertiser.

## Pennsylvania—Continued.

North Wales Record.  
 Oval Ledger.  
 Oxford Press.  
 Palmyra County Advocate.  
 Peckville Journal.  
 Pen Argyle Colonial Star.  
 Pen Argyle Index.  
 Philadelphia—  
   Sunday School Times.  
   Periodicals of Presbyterian  
     Board of Publication.  
   First and Thirty-ninth Ward  
     News.  
   Rockdale Weekly.  
   Boys and Girls.  
   Young People.  
   North West Independent.  
   The Westminster.  
   Friends' Intelligencer.  
   Vercilus Reporter.  
   Tribune.  
 Phoenixville: Phoenix Advertiser.  
 Pitcairn Express.  
 Pittsburg—  
   Willkopolanin.  
   Volksfreund.  
   Amalgamated Journal.  
   Jewish Post.  
   National Labor Tribune.  
   Catholic.  
   Christian Advocate.  
   United Presbyterian.  
   New West.  
   Christian Worker.  
   La Trinaeria.  
   Dispatch.  
 Plymouth Vieniye Lietuvninku.  
 Portage Press.  
 Port Allegany Argus.  
 Reading—  
   Labor Advocate.  
   Reformed Church Record.  
 Roulette Recorder.  
 Saxton Herald.  
 Saltsburg Press.  
 Scottdale Independent.  
 Schwebkville Item.  
 Scranton—  
   Svoboda.  
   Wochenblatt.  
   Catholic Light.  
   Journal.  
 Sheridanville: Sheridan News.  
 Skippack: Montgomery Transcript.  
 Springdale Record.  
 Stewart Station: Trafford City  
   Times.  
 Steelton—  
   Advocate Verdict.  
   Reporter.  
 Strasburg Home.  
 Sunbury: Northumberland County  
   Democrat.  
 Tidioute News.  
 Tionesta: Forest Republican.  
 Thompsontown: Juniata Globe.

## Pennsylvania—Continued.

Tafford City News.  
 Turtle Creek: East Pittsburg  
   News.  
 Uniontown People's Tribune.  
 Warren—  
   Gazette.  
   Times.  
 Washington Journal.  
 Waynesboro Record.  
 Wellsboro—  
   Agitator.  
   Republican Advocate.  
 West Alexander Saturday Even-  
   ing Call.  
 White Haven Journal.  
 Wilkensburg Call.  
 Williamsport Statesman.  
 Williamstown Times.  
 Windber Era.  
 Wissinoning Advance.  
 Rhode Island:  
   Crauston Times.  
   Hope Valley—  
     Advertiser.  
     Advertiser.  
   Peacedale Gazette.  
   Providence Manufacturing Jew-  
     eler.  
   Woonsocket Textile Gazette.  
 South Carolina:  
   Clifton World.  
   Darlington News.  
   Fairfax Enterprise.  
   Kingstree County Record.  
   Leesville News.  
   Moncks Corners Echo and Press.  
 Orangeburg—  
   Times and Democrat.  
   People's Recorder.  
 Rock Hill—  
   Rock Hill Messenger.  
   Friendship Banner.  
 St. George: Dorchester Eagle.  
 Saluda Standard.  
 Walhalla: Oconee News.  
 Warrenville: Horse Creek Valley  
   News.  
 Walterboro Fun and Standard.  
 Woodruff News and Review.  
 South Dakota:  
   Alcester Union.  
   Alexander Journal.  
   Andover Gazette.  
   Arlington Sun.  
   Artesian Commonwealth.  
   Avon Clarion.  
   Baltic Minnehaha.  
   Beresford—  
     Beresford Republic.  
     News.  
   Bigstone Headlight.  
   Blunt Advocate.  
   Britton Journal.  
   Brookings—  
     Register.  
     Individual.

## South Dakota—Continued.

Bruce Herald.  
 Canova Herald.  
 Centerville Journal.  
 Cheyenne Agency Aupookin.  
 Clark Republic-Courier.  
 Colton Courier.  
 Conde News.  
 Deadwood Pioneer-Times.  
 Dell Rapids Tribune.  
 Effingham: Sisseton Posten.  
 Egan Express.  
 Elk Point: Union County Courier.  
 Elkton Record.  
 Erwin Enterprise.  
 Ethan Enterprise.  
 Eureka Post.  
 Everts State Journal.  
 Fairview Eagle.  
 Faulkton Advocate.  
 Forest City Press.  
 Fort Pierre: Sioux Stock Journal.  
 Frederick Free Press.  
 Fulton Advocate.  
 Gettysburg Herald.  
 Gary Inter-State.  
 Hayes: Stanley County Home-  
 stead.  
 Hetland New Era.  
 Hecla Standard.  
 Hitchcock Leader.  
 Hot Springs State.  
 Howard: Miner County Democrat.  
 Hurley Herald.  
 Ipswich: Edmunds County Demo-  
 crat.  
 Lane Pioneer News.  
 Lebanon Independent.  
 Leesville News.  
 Lesterville Ledger.  
 Leola: McPherson County Herald.  
 Mitchell Clarion.  
 Miller Gazette.  
 Marion Record.  
 Mitchell Gazette.  
 Murdo Coyote.  
 Mount Vernon News.  
 Northville Journal.  
 Onelda Watchman.  
 Platte Enterprise.  
 Pollock: Campbell County Prog-  
 ress.  
 Presho—  
     Lyman County Settler.  
     Post.  
     The Wave.  
     Lyman County Record.  
 Redfield Press.  
 Roscoe Herald.  
 Sioux Falls—  
     Nachrichlon Herald.  
     Farmer.  
 Sisseton Banner.  
 South Shore Republican.  
 Springfield Times.  
 Sturgis: Black Hills Press.  
 Tabor Independent.

## South Dakota—Continued.

Turton Trumpet.  
 Toronto Herald.  
 Twin Brooks: Grant County News.  
 Vermillion Republican.  
 Volin Times.  
 Volga Tribune.  
 Wakonda Monitor.  
 Wentworth Enterprise.  
 Wheeler Courier.  
 White Lake Wave.  
 White Lake: Aurora County  
 Standard.  
 Willmot: Roberts County Repub-  
 lican.  
 Winfred Dispatch.  
 Tennessee:  
     Alexandria Times.  
     Athens Athenian.  
     Centerville: Hickman County  
     News.  
     Cookeville Press.  
     Crossville Chronicle.  
     Dayton Herald.  
     Dyersburg—  
         Dyer County Herald.  
         State Gazette.  
     Eldorado Success.  
     Erin News.  
     Fayetteville—  
         Lincoln County News.  
         Observer.  
     Gainesboro Sentinel.  
     Hartsville Times.  
     Henderson Chester Enterprise.  
     Huntsville Cumberland Chronicle.  
     Jackson Dispatch.  
     Jonesboro Herald and Tribune.  
     Jasper Banner.  
     Jefferson City Watchman.  
     Knoxville—  
         Holston Advocate.  
         Methodist Advocate Journal.  
         Independent.  
     Lexington Times.  
     McEwen New Era.  
     Madisonville Democrat.  
     Memphis—  
         Times.  
         Bluff City News.  
         Deutsche Zeitung.  
         Jewish Spectator.  
         Commercial Appeal.  
         Union Labor Journal.  
     Morristown Republican.  
     Nashville—  
         Sloan Weekly.  
         Gospel Advocate.  
         Midland Methodist.  
         Sunday Schoolbook.  
         Epworth Era.  
         Children's Visitor.  
         Christian Advocate.  
     Paradise Echo.  
     Paris Post Intelligence.  
     Rutherford Register.  
     Savannah Courier.



## Tennessee—Continued.

Sequachee Valley News.  
 Sparta: White County Favorite.  
 Springfield Record.  
 Troy City Mrs. Grundy.  
 Wartburg Clarion.  
 Woodbury Cannon Courier.  
 Watertown Sentinel.  
 Winchester—  
   Record.  
   Franklin County Truth.

## Texas:

Abilene: Taylor County News.  
 Alenreed Times.  
 Alba News.  
 Albany News.  
 Anson Western Reporter.  
 Atlanta Citizens' Journal.  
 Archer City Dispatch.  
 Austin—  
   Texas Posten.  
   Irwin Foundation.  
 Batesville Herald.  
 Bay City County Tribune.  
 Beaumont Industrial Era.  
 Beeville—  
   Bee.  
   Picayune.  
 Bells News.  
 Bellville Wochenblatt.  
 Bertram Monitor.  
 Big Sandy News.  
 Bowie Cross Timbers.  
 Brackettville News.  
 Bremond Banner.  
 Bryan's Pilot.  
 Burleson News.  
 Canton Van Zandt Enterprise.  
 Carrollton Chronicle.  
 Channing Courier.  
 Childress—  
   Post.  
   Index.  
 Cisco—  
   Cisco Roundup.  
   Roundup.  
 Clairemont Enterprise.  
 Clarendon Banner-Stockman.  
 Cleburne Watchman.  
 Clyde Progress.  
 Collinsville Times.  
 Coolidge Ledger.  
 Cooper Review.  
 Comfort News.  
 Comanche—  
   Visitor.  
   Pioneer Exponent.  
 Crawford: Texas Union and Grit.  
 Cushing Enterprise.  
 Dallas—  
   Texas Christian Advocate.  
   Advance.  
   Western Presbyterian.  
   Mercury Passwords.  
   Metropolitan.  
   State Mission Appeal.  
   Laborer.

## Texas—Continued.

Decatur News.  
 Denison Sunday Gazetteer.  
 Denton Record and Chronicle.  
 Eagle Lake Advertiser.  
 Ennis Local.  
 Eddy Herald.  
 Fort Worth Telegram and Texas  
   Stockman Journal.  
 Floydada Hesperian.  
 Ferris Wheel.  
 Florence Vidette.  
 Fort Worth—  
   Texas Stockman Journal.  
   Weekly Telegram.  
   Anzeiger.  
 Fredericksburg Wochenblatt.  
 Gall Borden Citizen.  
 Georgetown: Williamson County  
   Sun.  
 Goliad Guard.  
 Granbury Graphic-Truth.  
 Grand Saline Sun.  
 Grapevine Sun.  
 Greenville Messenger.  
 Giddings Volksblatt.  
 Garland News.  
 Hallettsville New Era.  
 Hamilton Rustle.  
 Haskell Free Press.  
 Hempstead News.  
 Henrietta People's Review.  
 Higgins News.  
 Houston Southern Shipper.  
 Hughes Spring New Era.  
 Jacksboro—  
   Gazette.  
   News.  
 Joshua Record.  
 Johnson City Enterprise.  
 Kaufman Sun.  
 Kemp Weekly Voice.  
 Kingsland Rustler.  
 Kirbyville Banner.  
 Kosse Cyclone.  
 La Grange—  
   Svoboda.  
   Deutsche Zeitung.  
 La Porte Chronicle.  
 Linden: Cass County Sun.  
 Lone Oak News.  
 Lorena Vidette.  
 McKenney Examiner.  
 Mart Herald.  
 Mason News.  
 Maypearl Herald.  
 Memphis Herald.  
 Menardville Enterprise.  
 Meridian Tribune.  
 Mertens Hedlyte.  
 Miami Chief.  
 Nevada Enterprise.  
 Nordhelm View.  
 New Braunfels Herald.  
 Omaha Breeze.  
 Oakville: Live Oak County Leader.  
 Palestine Plaindealer.

## Texas—Continued.

Palmer Rustler.

Paradise Echo.

Paris—

Sunday Advocate.

Farmers' Advocate.

Pearsall News.

Pecan Gap New Era.

Pilot Point Post-Signal.

Pleasanton Monitor.

Putnam News.

Riesel Rustler.

Richland Springs Eye-Witness.

Richmond Coaster.

Rising Sun X-Ray.

Rockdale Messenger.

Rocksprings Rustler.

Rosalie Courier.

Sabinal Sentinel.

San Angelo—

Press.

Standard.

Sanderson Trans Pecos News.

Sanger Courier.

San Marcos: Hays County Times.

Santa Anna News.

Sequin Guadalupe Gazette.

Seymour: Baylor County Farmer.

Sherwood Record.

Stephensville Empire.

Strawn Enterprise.

Snyder Coming West.

Stratford Star.

Sunset Signal-News.

Taylor—

Herald.

Journal.

Weekly Texan.

Daily Democrat.

Temple—

Times.

Temple Mirror and Pythian Banner.

Tenaha Messenger.

Tloga Tribune.

Tolar Standard.

Waco—

Post.

Paul Quinn Weekly.

Uvalde Leader News.

Wallisville New Age.

Weatherford Plain Texan.

Whitewright Sun.

Wills Point Chronicle.

Wylie Rustler.

Zephyr Mirror.

## Utah:

Beaver Press.

Bingham Bulletin.

Bountiful: Davis County Clipper.

Cedar City: Iron County Advocate.

Castle Dale: Emery County Progress.

Coalville Times.

## Utah—Continued.

Fillmore Progress Review.

Farrington: Davis County Argus.

Heber: Wasatch Wave.

Murray City: American Eagle.

Price Advocate.

Panguitch Progress.

Park City Park Record.

Salt Lake City—

Korrespondenten.

Truth.

Bikuben.

Retail Merchant.

S. L. C. Beobachter.

Springville Independent.

Tremonton Weekly.

## Vermont:

Bristol Herald.

Brandon Union.

Danby: Southern Vermont Mirror.

Manchester Journal.

Middleburg Register.

North Troy Palladium.

Richford Journal.

Rutland Herald.

St. Johnsbury Caledonian.

Swanton Courier.

Springfield Reporter.

South Londonderry Sifter.

Vergennes Vermonter and Enterprise.

Whiteriver Landmark.

## Virginia:

Amherst Progress.

Bedford City Bulletin.

Berryville Courier.

Boydton Mecklenberg Times.

Bridgewater Herald.

Claremont Herald.

Culpeper—

Exponent.

Enterprise.

Chincoteague Oysterman.

Clinton Forge Daily and Weekly Review.

Eastville Eastern Shore Herald.

Farmville Herald.

Fincastle Herald.

Franklin Democrat.

Floyd Press.

Graham Banner.

Grundy: Sandy Valley News.

Herndon Observer.

Lynchburg Farmer's Guide.

Louisa Enterprise.

Luray Page-Courier.

Mathews Journal.

Manchester Weekly Bee.

Marion News.

Monterey Highland Recorder.

Onancock Accomac News.

Orange Piedmont Virginian.

Palmyra Midland Virginian.

Richmond Planet.

Roanoke Magazine.

Richmond Central Presbyterian.

## Virginia—Continued.

Scottsville Courier.  
 Stuart Enterprise.  
 Salem Times-Register and Sentinel.  
 Staunton: Augusta County Argus.  
 Tazewell Clinch Valley News.  
 Trout Royal Warren Sentinel.  
 Williamsburg: Virginia Gazette.

## Washington:

Aberdeen Gray Harbor Post.  
 Auburn Argus.  
 Bickleton Times.  
 Bremerton News.  
 Bellingham—  
   Nya Varlden.  
   Bay Post.  
   Castle Rock.  
   The Leader.  
 Chelan Leader.  
 Chinook Observer.  
 Clarkston Republic.  
 Cle Elms Echo.  
 Colfax Gazette.  
 Colton News Setter.  
 Conconully Okanogan Record.  
 Connell: Franklin County Register.  
 Creston News.  
 Dayton—

  Courier-Press.  
   Columbia Chronicle.

Edwall Press.  
 Ellensburg Dawn.  
 Enumclaw Courier.  
 Friday Harbor: San Juan Islander.  
 Granite Falls Post.  
 Harrington Citizen.  
 Hillyard News.  
 Ilwaco Pacific Journal.  
 Kelso Journal.  
 Lind Leader.  
 Monroe Monitor.  
 Mount Vernon: Skagit News-Herald.  
 Newport Miner.  
 North Yakima Herald.  
 Oakesdale Tidings.  
 Oakville Cruiser.  
 Orient: Kettle River Journal.  
 Orting Oracle.  
 Pomeroy: Garfield County Democrat.  
 Point Angeles Tribune-Times.  
 Pullman Tribune.  
 Prescott—  
   Prescott and Star of Stars.  
   Spectator.  
 Prosser Record.  
 Quincy Quill.  
 Reardan Gazette.  
 Ritzville Times.  
 Riverside: Okanogan Valley.  
 Rosalia Citizen.

## Washington—Continued.

Seattle—  
   Trade Register.  
   Washington Posten.  
   Pacific Record.  
   Pacific Tribune.  
   Staats Zeitung and Press.  
 Shelton: Mason County Journal.  
 South Bend—

  South Bend Journal.  
   Willapa Harbor Pilot.

## Spokane—

  Oraton Outburst.  
   New West Trade.  
 Springdale Record.  
 Stanwood Tidings.  
 Sumner Index.

## Tacoma—

  Wacht Am Sunde.  
   West Coast Trade.

## Tecon Blade.

## Waitsburg—

  Times.  
   Gazette.

## Waterville Press.

## White Salmon Enterprise.

## Wilber Register.

## Wilson Creek: Big Band Chief.

## Winlock Pilot.

## West Virginia:

  Belington Central Republican.  
   Berkeley Springs Messenger.  
   Buckhannon Delta and Knight Era.

## Ceredo Advance.

## Charleston Advocate.

## Davis News.

## Fairmont Free Press.

## Glenville Democrat.

## Grafton Leader.

## Huntington Review.

## Littleton Enterprise.

## Moorefield Weekly Examiner.

## Morgantown—

  New Dominion.  
   Post.

## Chronicle.

## New Martinsville Weekly Dispatch.

## Parsons—

## Democrat.

## Mount State Patriot.

## Piedmont Independent.

## Point Pleasant Weekly Register.

## Princeton: Mercer Republican.

## Salem Herald.

## Spencer: Roane County Record.

## Sutton: Broxton Central.

## Union: Monroe Watchman.

## Webster Springs Echo.

## Welch: McDowell Recorder.

## West Union—

  Herald.  
   Record.

## Williamson: Mingo Republican.

## Wisconsin:

Albany Vindicator.  
 Alma Center News.  
 Antigo Weekly News Item.  
 Appleton—  
   Independent.  
   Volksfreund.  
   Samstags-Rote.  
   Wrecker.  
 Arcadia Leader.  
 Augusta Times.  
 Bangor Independent.  
 Barron—  
   Barron County News.  
   Barron County Shield.  
 Barabrar News.  
 Bellville Record.  
 Berlin Courant.  
 Birnamwood News.  
 Black Creek Times.  
 Bosobel Sentinel.  
 Black River Falls—  
   Badger State Banner.  
   Jackson County Journal.  
 Brillion News.  
 Cambria News.  
 Cameron Review.  
 Cassville Record.  
 Centuria Outlook.  
 Chilton Times.  
 Clear Lake Star.  
 Clinton Herald.  
 Colfax Messenger.  
 Colby Phonograph.  
 Columbus Democrat.  
 Cumberland Advocate.  
 Dallas Republican.  
 Darlington Democrat.  
 Dartford—  
   Advance.  
   Reporter.  
 De Soto Argus.  
 Delavan Enterprise.  
 De Pere—  
   News.  
   Onze Standard.  
 Dodgeville Chronicle.  
 Eagle Quill.  
 Eau Claire—  
   Der Herald.  
   Reform.  
 Edgerton—  
   Wisconsin Tobacco.  
   Eagle.  
 Elroy Leader.  
 Ellsworth Record.  
 Evansville Tribune and Enterprise.  
 Fond du Lac—  
   Nordwestlicher Courier.  
   Saturday Reporter.  
 Fort Atkinson—  
   Jefferson County Union.  
   Democrat.  
 Fox Lake Representative.  
 Frederick Star.  
 Galesville Independent.

## Wisconsin—Continued.

Glen Flora Star.  
 Glidden: Ashland County Herald.  
 Grand Rapids: Wisconsin Valley  
   Leader.  
 Greenwood Gleaner.  
 Hartland News.  
 Hayward Republican.  
 Highland Weekly Press.  
 Hollandale Review.  
 Hudson—  
   True Republican.  
   Observer.  
 Independence News-Wave.  
 Janesville—  
   Recorder and Times.  
   Independent.  
 Kendall Keystone.  
 Kenosha Volksfreund.  
 Kewaunee—  
   Enterprise.  
   County Banner.  
 Kiel National Zeitung.  
 Kilbourne Mirror Gazette.  
 La Crosse—  
   News.  
   Volkspost.  
   Vlastenev.  
   Herald and Volksfreund.  
   Volksfreund.  
 Ladysmith Journal.  
 La Farge Enterprise.  
 Lone Rock Tri-County Review.  
 Madison Botschafter.  
 Manawa Advocate.  
 Manitowoc—  
   Post.  
   Der Nord Western.  
 Marshfield—  
   Times.  
   Chronicle.  
 Marinette Forposten.  
 Mayville: Dodge County Pioneer.  
 Mazomanie Sickle.  
 Merrill—  
   Thalbate.  
   Wisconsin Thalbate.  
   Advocate.  
 Milton Journal.  
 Milwaukee—  
   Vorwaerts.  
   Democratic Herald.  
   Wisconsin Banner and Volks-  
   freund.  
   Der Sonntagsbote and Colum-  
   bia.  
   Der Seebote.  
   Acker and Gartenban.  
   Jobber and Retailer.  
   Banner and Volksfreund.  
   (Columbia and Der Seebote  
   and Der Sonntagsbote.)  
   Gazeta Wisconsiniska.  
   The Young Churchman.  
   Living Church.  
   Domacnost.

## Wisconsin—Continued.

Milwaukee—Continued.  
 Excelsior.  
 Der Landman and Patriot.  
 Kurger Tygodniowy.  
 Monroe—  
 Sentinel.  
 Green County Herald.  
 Mosinee Times.  
 Muscoda: Grant County Democrat.  
 Neillsville Republican and Press.  
 North Freedom Journal.  
 Oconomowoc—  
 Free Press.  
 Enterprise.  
 Oconto Reporter.  
 Oregon Observer.  
 Osseo Recorder.  
 Pardeeville Times.  
 Peshtigo Times.  
 Platteville Witness and Mining Times.  
 Plainfield Sun.  
 Portage: State Register.  
 Prairie-du-Chien Courier.  
 Princeton Republic.  
 Racine Agriculturist.  
 Rio: Columbus County Reporter.  
 Rib Lake Herald.  
 River Falls Times.  
 Sharon Reporter.  
 Sheboygan Herald.  
 Sparta Herald.  
 Spring Valley Sun.  
 Stanley Republican.  
 Stevens Point—  
 Rolnik.  
 The Gazette.  
 Sturgeon Bay: Door County Democrat.

## Wisconsin—Continued.

Superior—  
 Sv. Am. Tribune.  
 Sun.  
 Taylor Enterprise.  
 Tomah Monitor-Herald.  
 Tomahawk Leader.  
 Tony Enterprise.  
 Trempealeau Gazette.  
 Wabeno: North Wisconsin Advertiser.  
 Washburn Chimes.  
 Watertown—  
 Gazette.  
 Leader.  
 Weekly Leader.  
 Waukesha Freeman.  
 Waupaca Post.  
 Waupun Leader.  
 Wausau—  
 Central Wisconsin.  
 Pilot.  
 Wausaukee Independent.  
 West Salem Nonpareil Journal.  
 Wildrose Times.  
 Wilton Herald.  
 Winneconne Local.  
 Wittenberg Enterprise.  
 Wonewoc Reporter.  
 Wyoming:  
 Afton: Star Valley Independent.  
 Cody Stockyards and Farmers.  
 Encampment: Grand Encampment Herald.  
 Evanston Press.  
 Garland Girard.  
 Gillette News.  
 Meeteetse: Wyoming Standard.  
 Pinedale Roundup.  
 Rawlins: Carbon County Journal.

The VICE-CHAIRMAN. How many different States are represented in your association?

Mr. BOYCE. As nearly as I know, every State and Territory is represented in about equal proportions. Every publisher has been asked to join the association, and the answers have been general.

The VICE-CHAIRMAN. You mean that the number of members of your association from each State is about the same percentage of the total number of the publications in each of the several States?

Mr. BOYCE. Yes.

Senator CARTER. To what extent do you give premiums for subscribers or to subscribers?

Mr. BOYCE. I think it is a very small extent, so far as the weekly papers that I represent are concerned.

Senator CARTER. What do you understand by "nominal subscriptions?"

Mr. BOYCE. You mean what does our association consider a nominal subscription?

Senator CARTER. What is considered a nominal subscription?

Mr. BOYCE. I have not inquired of them. I should be pleased to put it to the association, and I think it is an important point. I have had no expression of opinion from the association on that question.

Senator CARTER. Giving premiums is a common device employed to secure new subscribers, is it not, for weekly papers?

Mr. BOYCE. Oh, it may be considered a common practice of all publishers, some using them more than others.

Senator CARTER. The premium is a means of reducing the subscription price to the subscriber by the contribution of something in addition to the paper, is it not?

Mr. BOYCE. The premium is an inducement, as I understand it.

Senator CARTER. Do publishers of weekly papers, as a rule, favor the giving of premiums?

Mr. BOYCE. Some do and some do not. I could let you know how many favor it and how many do not.

Senator CARTER. You are not advised of the general sentiment of the weekly publishers on the subject?

Mr. BOYCE. No, sir; I have only placed before the publishers the questions suggested by the Commission as to the present law. The present law does not exclude premiums. We were waiting for the questions that would be brought out by this Commission to submit them to the publishers for their information and expression. This is one of the questions that has been brought out.

Senator CARTER. The present law presumably inhibits the premium to the extent, at least, that the premium would reduce the price to the mere nominal instead of the advertised subscription price. Is it regarded as professional, or in accordance with strict professional ethics, to offer premiums substantially equivalent to the subscription price demanded for the paper?

Mr. BOYCE. I could not speak for the association, but my understanding is that it is not.

Senator CARTER. That is all.

The VICE-CHAIRMAN. What is your individual opinion relative to what is a nominal rate?

Mr. BOYCE. I have not got any opinion. So many conditions would have to be taken into consideration that I do not know who would settle it.

Representative MOON. You say there are 10 weekly papers to the pound?

Mr. BOYCE. On an average, based on a 6-column quarto as the average paper.

Representative MOON. It costs about one-tenth of a cent a week for the distribution of one copy. That is about your postage, is it not?

Mr. BOYCE. That would be if it went through the mail.

Representative MOON. That would cost you in postage, then, about 5.2 cents per annum to distribute one paper?

Mr. BOYCE. Fifty-two times one-tenth.

Representative MOON. And what is the subscription price per annum on these papers?

Mr. BOYCE. Oh, they vary.

Representative MOON. About \$1 or \$1.50?

Mr. BOYCE. Something around there.

Representative MOON. There is nothing less than \$1, is there?

Mr. BOYCE. Something about \$1.

Representative MOON. And it costs the Government about 25 or 30 cents, does it not, or are you prepared to say about that?

Mr. BOYCE. That I do not know.

Representative MOON. You do not know how much it costs the Government?

Mr. BOYCE. No, sir.

Representative MOON. You said something a little while ago about the cause of the deficit. Could you give your opinion on that subject, with the reasons for your opinion, so that the Commission could reach its own conclusions from the statements that you might make?

Mr. BOYCE. I will be pleased to compile the data on that question.

Representative MOON. We should be glad to have it.

The VICE-CHAIRMAN. I want to ask you on another phase. Papers under the law are entitled to free distribution in the county of publication?

Mr. BOYCE. Yes.

The VICE-CHAIRMAN. What is your understanding of the justification for that privilege?

Mr. BOYCE. I shall be pleased to submit that to our members.

The VICE-CHAIRMAN. Oh, I am asking you. You have 4,000 members.

Mr. BOYCE. I can not speak for 4,000 members without asking them.

The VICE-CHAIRMAN. I am asking Mr. Boyce. If you have no opinion about it, I do not want to press the question. I mean no disrespect to the association, but I want your opinion. You are a member of the association.

Mr. BOYCE. The best reason I know for it is that the Government considered that the good accomplished by the local paper offset any cost that it created in carrying or handling it, and that the Government felt that it got more benefit out of the encouragement given to the local paper than it lost by carrying it. They must have thought so, or they never would have done it.

The VICE-CHAIRMAN. What objection would there be to granting free distribution of one county paper in an adjacent county to the one in which it was published?

Mr. BOYCE. I do not know. I will be pleased to obtain that information for you.

Senator CARTER. Has rural free delivery tended to increase the circulation of weekly papers?

Mr. BOYCE. I do not know, speaking candidly. I have nothing but other peoples' say so on the matter.

Senator CARTER. It is a fact, is it not, that efficient postal facilities have very greatly improved since the present law was passed?

Mr. BOYCE. Yes.

Senator CARTER. Is it your opinion that the cost of these improved facilities should be taken into consideration in determining the question as to the propriety of any increase of postage?

Mr. BOYCE. You put me in the position of answering for my association, and I wish to be excused, because I prefer to leave it to them for their own expression.

Representative MOON. It is a populist association, in that it has the referendum.

The VICE-CHAIRMAN. Was any other representative of the National Weekly Publishers' Association appointed to come here, or was there any other representative of that association who intended to appear?

Mr. BOYCE. Yes; there were two other gentlemen appointed, but when I applied to Mr. Glassie to represent the association he suggested that I write out my brief and leave it with him and he would file it, and we thought that possibly he did not want to hear very much from our association.

The VICE-CHAIRMAN. That was simply an opinion.

Mr. BOYCE. That was my opinion, but nobody else applied for a place here.

The VICE-CHAIRMAN. There is no other person here from your association who desires to be heard?

Mr. BOYCE. That is my understanding.

The VICE-CHAIRMAN. The commission would be very glad to hear them if they are here.

The New York Manufacturers' Association, through its treasurer, Mr. Richard W. Bainbridge, will now be heard.

**STATEMENT OF RICHARD W. BAINBRIDGE, ON BEHALF OF THE  
MANUFACTURERS' ASSOCIATION OF NEW YORK.**

Mr. BAINBRIDGE. Mr. Chairman and gentlemen: The Manufacturers' Association of New York is the representative association of New York manufacturers.

We have for the past ten years, through our postal committee, studied the operation of the postal system, and we feel outraged by the second-class mail rates.

We believe that a postal law embracing all mailable matter in two classes would do more for the prosperity and contentment of the people than any amount of bounty.

We believe that 1-cent letter postage would quickly result from a law which admitted all other mailable matter at 8 cents per pound.

I was surprised here yesterday when I heard the statement of Mr. Root. He admitted that his trade journal received \$1,000 per page per annum for advertising space, and yet he had not faith enough in his proposition to believe that the subscriber would pay the cost of transmitting that much merchandise to him at a fair rate, at cost.

We believe that the trade journal is indispensable to commerce, but it should be devoted to the subscriber and not to the advertiser. It would be better for commerce and industry if the trade journal lived on merit instead of Government bounty, and we would then have one good trade journal, which we would be glad to subscribe for, where we now have a dozen poor ones.

We believe that an 8-cent rate for all mailable matter except letters would be useful to the individual and to the business of the country in sending small packages, but it would naturally divert to the transportation companies the large bulk of merchandise which the post-office could not possibly handle without giving bounty to the shippers.

It is a good thing for the Government to carry 650,000,000 pounds of printed merchandise annually at 1 cent per pound; then it must be a better thing for the Government to extend this rate to all mailable merchandise, because such an act would be equitable.

The giving of this rate to one industry is unjust. It has resulted in great national waste and the unnecessary destruction of our forests.

I want to say in this connection that 98 per cent of the printing paper used in this country to-day is the product of wood. In order



to make a pound of paper from wood you must go into the forest and cut 3 pounds of timber. Now, we are up against a condition to-day where 2,000,000 pounds of this second-class matter is going into the mail every day in the year, and we believe that one-half of it is an absolute waste. I know in my own experience 90 per cent of the second-class matter which comes to me is not subscribed for, and it goes into my wastebasket with the wrappers on, and there is probably as much second-class matter distributed by other means as by the United States mail. So that if there is a waste of 2,000,000 pounds a day it means that 6,000,000 pounds of lumber is cut from the forest every day, ground into pulp, made into paper, printed, and at its destination goes into the wastebasket. We believe that there is a great mass of waste going on which is entirely unnecessary.

This is only possible by the continued charge of 2 cents for letter postage, which is a 50 per cent tax upon commerce and industry without adequate return.

A two-class act would simplify the operation of the postal system, so that a postmaster's instructions might be printed on a postal card instead of in a 500-page quarto volume which the Third Assistant himself can not intelligently interpret.

I have been up against this a great many times in the post-office. I have mailed matter, and a day or two after it went into the post-office I have been sent for by the postmaster and told that certain printed matter which I had put into the mail could not go for 8 cents a pound, but must pay 16 cents a pound. Now, the law states that all other printed matter must go in the third class, and I do not understand how the Department can rule that any printed matter can be compelled to pay the fourth-class rate. Yet here is a 500-page volume from which you can get a precedent for anything. A postmaster can get out of that volume a precedent for any ruling he wants to make, and the Third Assistant will back him up.

We are concerned with the postal deficit not because of the fact that it is a deficit, but because it influences a parsimonious spirit in Congressional appropriations.

A surplus from operation would change this spirit to a liberal, progressive policy, under which the mail wagon would give way to the automobile, and the automobile would be crowded out by the pneumatic tube, or something better, in every large city and ultimately in the smaller ones.

It can not be more difficult for the publisher than for all other industrial producers to use the national channels of distribution, and it is manifestly unfair to commerce to maintain this special channel for the publishers' product at national expense and by a method which is a direct tax upon every letter writer.

We ask Congress to forget the publisher and to line us all up together and give us an equitable law.

I thank you, gentlemen, for giving me an opportunity to appear here. I do not wish to take up your time, but I should like to refer to one pamphlet published by Mr. Atkinson—the Farm Journal. If Mr. Moon, the mathematician of the Commission, will make a few figures—

Representative Moon. You must get another man. I failed in that yesterday. Senator Carter is a mathematician.

Mr. BAINBRIDGE. Probably it will not be necessary; but Mr. Atkinson, who has probably written more on the second-class mail proposition than anybody else, in his little pamphlet called "Job Jobson," states that the farmer, the subscriber to his journal, writes at least 30, and from 30 to 50 letters per month to the advertisers in that journal. I want to say that if this is so the farmer spends \$7.20 per year for letter postage. If he did not have to carry the burden on this second-class matter he would get his letter postage for 1 cent instead of 2, so that he would save \$3.60 per annum. Now, supposing he paid all the postage on this farm journal. It is not a heavy magazine. I think it weighs less than a quarter of a pound. It would cost him 24 cents a year to pay the cost of getting that magazine, so that he would still have \$3.36 a year left to spend with the advertisers. Now, I think it is a narrow and selfish policy on the part of the publisher to come before this committee and admit that he is getting \$4,000 a page per annum for his advertising space, and yet that he is unwilling to pay any part of this enormous waste that is going on.

Senator CARTER. As I understand you, you present a proposal to simplify classification, increase the rate on second-class matter, and decrease the rate on first-class matter?

Mr. BAINBRIDGE. I do not propose that, Senator Carter. I want to see the postal system operated as a profitable system instead of at a deficit every year, so that the postal system may be made progressive. We are perfectly willing to pay 2 cents letter postage until the time when the Post-Office Department shall recommend, and Congress shall pass, an act which will reduce it to 1 cent. We do not want any experiments. We want you to give us an act which is equitable. If there is a deficit, let the whole country stand it, and do not tax us a cent every time we lick a 2-cent stamp.

Senator CARTER. Would you deem it expedient to give to merchandise the same expedition and treatment in the mail accorded to publications, the value of which depended somewhat upon expeditious delivery?

Mr. BAINBRIDGE. Yes; I think that under present conditions we are forced to take a great deal of second-class matter that we do not want. Anything that we want we can afford to pay for, and especially if we are relieved of this 50 per cent tax on first-class mail matter.

Senator CARTER. Is it not your opinion that the extending of the 8-cent rate to ordinary merchandise would greatly increase the shipments through the mails of small packages from department stores?

Mr. BAINBRIDGE. I think it would increase the shipment of small packages of merchandise from individuals. For instance, I might live a mile or two away from the express office, and I might want to send a small package somewhere. It would be very easy for me to take it around the corner and put it in the mail box, but as a commercial proposition I believe the express companies will compete with the Government and get the large bulk of packages from the business houses. For instance, I would not want to send out 100 packages a day from my place of business without getting receipts for the packages. If I get a receipt from the express company, they are responsible for the package. If I allow it to go into the mail, the first thing I know some of my employees are robbing me, and I miss a package, and they tell me that they mailed it, but I have no proof

of it; I have no receipt for it. I think this business ought to be done by the express companies and the transportation lines.

Senator CARTER. Would we want to burden the mails with the long and difficult hauls to the remote places, while leaving the profitable part of the merchandising business to the express companies, where the deliveries are in and about the centers of populations?

Mr. BAINBRIDGE. Well, the rate ought to be fixed at a figure that would produce some profit, or at least not a loss.

Senator CARTER. A figure that would produce some profit in a densely settled section might result in a loss when the transportation occurred across the continent and to remote and thinly settled sections.

Mr. BAINBRIDGE. I think that no commercial house would make a practice of using the mail for merchandise when they could get the same rate from express companies and get a receipt for each package. At the present time the express companies compete with the Government in carrying printed matter as far as Ohio, and yet they will not carry a pound of merchandise for the rate which they allow on printed matter, because they are not compelled to do so. Their competitor, the Government, charges 16 cents for carrying the package of merchandise. They do not have to make a low rate, yet they make the low rate of a cent a pound or less on printed matter because they have competition in that.

Senator CARTER. The law would fix an inflexible rule for the Post-Office Department, under which the Department would be compelled to accept the merchandise regardless of the point of destination or the cost of delivery, whereas the express companies, on the other hand, would probably establish zones within which the business could be conducted at a fixed rate at a profit. Would it not, on this basis, inevitably follow that the lean part of the business would fall to the Post-Office Department and the profit-yielding portion of the business to the express companies?

Mr. BAINBRIDGE. I think very likely it would; but the postal system would be relieved of such an enormous load that the change would be a good change to make.

Senator CARTER. But would they not be relieved of that portion of the load which pays a clear profit?

Mr. BAINBRIDGE. I think not. I think the post-office would be used so largely by individuals sending small packages, because the individual would not go 2 miles to an express office when there was a letter box or mail box right around the corner; and being able to drop the package in the mail box, the individual would have faith enough that the Government would get the package to its destination, while they would not want to trust it to be handled by two or three other people before it got to the post-office.

Senator CARTER. Have you computed the effect upon the postal revenues of the changes you suggest?

Mr. BAINBRIDGE. I have not. That would be more or less guesswork.

Senator CARTER. Have you made any computation with reference to the actual cost of handling the second-class mail matter?

Mr. BAINBRIDGE. No; I have no information except that contained in the report of the Postmaster-General, and that is more or less guesswork.

Senator CARTER. And you have accepted the lump value and the figures, without proceeding to make any calculation on your own account?

Mr. BAINBRIDGE. And we do not ask you to make an 8-cent rate if you think a 16-cent rate better, or if you think a 4-cent rate better. We think that the rate should be fixed by the Department. What we want primarily is an equitable law. Then, if there is a deficit, the whole country stands its share of it.

Senator CARTER. You do not name an 8-cent rate as a result of any calculation based upon the volume of business or the cost of doing the business?

Mr. BAINBRIDGE. No; merely because that is the rate that has been recommended by the Department as a rate for merchandise. In other words, it has been suggested that the third and fourth class matter be consolidated.

Senator CARTER. Upon your theory, do I understand you to treat literary publications upon the basis of merchandise pure and simple?

Mr. BAINBRIDGE. Purely merchandise.

Senator CARTER. You would make no concession because of the diffusion of knowledge through the printed matter?

Mr. BAINBRIDGE. In that connection I want to say this: At the time this policy was adopted, and earlier than that, within my lifetime, the cost of printing paper has been as high as 20 or 25 cents a pound; ordinary news paper. In those days newspapers were only published in the larger cities. The printing press was fed a single sheet at a time, turned over, and printed on the other side. Then the printed sheets were given to the newsboys, the newsboys folded them up, and sold them to the public. To-day the price of news paper has been reduced 90 per cent; the cost of printing has been reduced 90 to 95 per cent. You have seen the big web perfecting presses, with the papers coming out in a steady stream.

The necessity no longer exists for carrying literature at public expense, and the abuses that have surrounded the present law have become unbearable, and have become a tax and a burden upon every industry in the country. Furthermore, it interferes with commerce. You can understand that in the handling and distribution of merchandise the wholesaler and the retailer get their share of the commerce of the business. In this special channel of distribution the consumer subscribes for a magazine, for instance, and the Government carries that magazine and loses a lot of money on it. That magazine might just as well go by freight or express to the retailers, not to the subscribers. The retail book store is the place to buy a magazine, the same as the grocery store is the place to buy a pound of sugar. If you should carry the sugar product of the American Sugar Refinery at a cent a pound, the retail grocer would never see any more sugar, and that same thing applies to every class of merchandise. It is not fair.

Mr. KRACKOWIZER. If the examination is finished, I wish to ask Mr. Bainbridge one or two questions.

The VICE-CHAIRMAN. You may proceed.

Mr. KRACKOWIZER. If, as you said, the rate of the Government is a sort of pacing rate for the express companies, and the rate established, for instance, of 8 cents as a package rate, the express companies would meet that by competition?

Mr. BAINBRIDGE. I think so.

Mr. KRACKOWIZER. Thereby relieving the post-office of a large amount that would otherwise crowd the mail?

Mr. BAINBRIDGE. Yes.

Mr. KRACKOWIZER. If that is true, is it not also true that the raising of the rates would also be followed by the express companies? In other words, if the 1-cent rate is increased to 4 cents, to say nothing about an 8-cent rate, is it not probable that the express companies will raise their quarter-cent, half-cent, or 1-cent rate in competition to 4, 5, or 7 cents, or as high as they can, and still compete with the Government? And if not, why not?

Mr. BAINBRIDGE. I have no doubt that the express companies will make a higher rate on any matter that they are now carrying at a loss, or if they can get a higher rate they will do it; but I object to a law which sets a pace for carrying publishers' matter that does not set a pace for carrying the merchandise of other producers.

Mr. KRACKOWIZER. If the express companies now carry the daily papers at a fraction of a cent up to a cent a pound within zones, because the Government rate is 1 cent, would you expect the express companies to raise that rate as much as the traffic would bear? Would you not expect that as a business man?

Mr. BAINBRIDGE. Yes; as a business proposition.

Mr. KRACKOWIZER. That is all that I wanted to know.

Mr. BAINBRIDGE. As a business proposition, I think it likely.

Mr. KRACKOWIZER. I will ask one other question, without any personal intent. You are a member of the Bainbridge Stationery Concern, are you not?

Mr. BAINBRIDGE. Yes.

Mr. KRACKOWIZER. Where is the office of the New York Manufacturers' Association?

Mr. BAINBRIDGE. In Brooklyn, 198 Montague street. I do not know why you ask whether I am a member of the stationery concern or not, but I want to say that there are two Bainbridge firms—one in New York, jobbers, and one in Brooklyn, manufacturers. I am a manufacturer.

Senator CARTER. You believe, do you not, according to your statement, that an increase of the rate would result in a diminution of the output of certain publications?

Mr. BAINBRIDGE. Oh, yes; I think there is a great deal carried to-day that exists by Government bounty and could not exist on merit.

Senator CARTER. Approximately, what proportion of the publications now admitted to the second-class rate are published for pure advertising purposes, with literary merit at a minimum?

Mr. BAINBRIDGE. I could not state that, Senator; I have no figures.

Senator CARTER. Is the proportion large or small?

Mr. BAINBRIDGE. Well, in my own experience, it is very small.

Senator CARTER. You are engaged in the book publishing business, are you?

Mr. BAINBRIDGE. No, sir; I am a manufacturer of paper and a converter of paper into paper goods. I manufacture boxes and finished writing paper, and I manufacture cardboard, and so on.

The VICE-CHAIRMAN. When you speak of your experience, you mean that that quantity of second-class mail which comes to you is of that character?

Mr. BAINBRIDGE. That is correct.

Senator CARTER. What proportion of the second-class mail coming to your office do you pretend to open or examine at all?

Mr. BAINBRIDGE. About 10 per cent.

Senator CARTER. The balance is consigned to the wastebasket?

Mr. BAINBRIDGE. It is consigned to the wastebasket.

Senator CARTER. How many pounds a day, on an average, do you receive of this second-class matter?

Mr. BAINBRIDGE. I should think we receive on an average somewhere from 10 to 15 pieces of second-class matter, and they vary in weight. Sometimes we get special numbers of trade journals that weigh 5 or 6 pounds.

The VICE-CHAIRMAN. Mr. Bainbridge, you made a suggestion, in the course of presenting your statement, concerning the abuses of the second-class privilege. Will you be kind enough to explain what you mean and understand by abuses?

Mr. BAINBRIDGE. Do you mean what I referred to in my own experience of mailing?

The VICE-CHAIRMAN. No; you made a statement in the course of your remarks in reference to the abuses of the second-class mail privilege, and I want to know what you meant in that connection. I am not sure whether it was in your brief or as a side suggestion.

Mr. BAINBRIDGE. I have received magazines for years and have never subscribed for them. I remember particularly one Philadelphia publication that came to me every month for several years, and in order to have it stopped I had to send it to the Postmaster-General, under cover, with the statement that I did not want it, and I did not know any other way of stopping its being sent to me than to ask him to enforce the law.

Mr. GLASGOW. When was that?

Mr. BAINBRIDGE. Several years ago. It was the Farm Journal.

The VICE-CHAIRMAN. One other question, Mr. Bainbridge. I think you suggested that while agitating a two-class rate, 1 cent for letter postage and 8 cents for all other mailable matter, you did not want to be understood as suggesting that change simultaneously, but rather a change of rates and conditions on all mailable matter other than letter postage, and waiting to see the result of that before going by statute to 1-cent letter postage. Am I correct?

Mr. BAINBRIDGE. That is right, sir.

Mr. GLASGOW. May I be permitted to ask one question?

The VICE-CHAIRMAN. Certainly.

Mr. GLASGOW. Mr. Bainbridge, your suggestion to the Commission is that an equitable act be adopted or recommended?

Mr. BAINBRIDGE. Yes, sir.

Mr. GLASGOW. Have you any suggestions as to what you mean by an equitable act?

Mr. BAINBRIDGE. An equitable act, and the only equitable act I can think of would be a law which carries letters and sealed packages at one rate and all other mailable matter at another rate.

Mr. GLASGOW. What do you mean by mailable matter?

Mr. BAINBRIDGE. Whatever is mailed now. There is some matter produced that is not permitted to enter into the mail. For instance, you can not send a bottle of ink in the mail, I believe. Am I right?

The VICE-CHAIRMAN. I was not listening. Will you repeat that?

Mr. BAINBRIDGE. He asked what I meant by mailable matter. I say there is certain matter that is not mailable; a bottle of ink, for instance.

The VICE-CHAIRMAN. There are some limitations as to weight, etc. Perishable goods are prohibited.

Mr. GLASGOW. You would make all sealed mail at one rate, and everything else that the Government would accept at another rate?

Mr. BAINBRIDGE. It has always—

Mr. GLASGOW. That is your view of an equitable act?

Mr. BAINBRIDGE. It has always been the practice of the Post-Office Department to charge a rate for letters and sealed packages. I know of no reason to change that. So I suggest that such matter pay the first-class rate and that the second class embrace all other mailable matter under such restrictions as the Post-Office Department provides.

Mr. GLASGOW. That is what you meant by that statement?

Mr. BAINBRIDGE. Yes.

Mr. GLASGOW. Why would you make any distinction between a circular letter unsealed and one that was sealed?

Mr. BAINBRIDGE. Well, that is a detail. If anybody wants to send a circular letter at a postage of 1 cent, he might as well seal it.

Mr. GLASGOW. That is not the question, whether he might as well seal it. Suppose he did seal it; why would you make the distinction?

Mr. BAINBRIDGE. There would not be any distinction on the circular. You could put a half-cent stamp on it.

Mr. GLASGOW. Suppose the first class is 1 cent an ounce and the second class 8 cents a pound. I understand you to say that all sealed packages which are mailable are to go at the first-class rate and everything else at the second-class rate. If you wanted to send a circular letter unsealed, why should you make that at a different rate from the one that was sealed?

Mr. BAINBRIDGE. I do not think I would under the operation of the postal system.

Mr. GLASGOW. Why should you make an advertising journal which was prominently inclosed in a sealed envelope, instead of being wrapped around with string, first class, and if it was not put in the sealed envelope make it at a higher rate?

Mr. BAINBRIDGE. Simply because it has been the policy of the Government to make a rate for sealed packages.

Mr. GLASGOW. What I am trying to get at is some definite suggestion or reason for making the law more definite.

Mr. BAINBRIDGE. I think my proposition is definite enough for the Commission, is it not? I do not want to be tangled up by the attorney of the publishers, Mr. Chairman. I would very much like to know whether my proposition is definite enough for the Commission.

Mr. GLASGOW. I beg the gentleman's pardon. I do not want to ask him any more questions.

Mr. BAINBRIDGE. All right, sir. I thought it was a little bit technical.

Mr. GLASGOW. Not at all. May I explain, because I do not want the gentleman to feel toward me in that way? The great trouble I

have had in this matter is, What is a nominal rate? What is primarily for advertising? What is an equitable act? What I wanted to do, if I could, was to get the benefit to my own mind of what the gentleman might mean by an equitable act.

The VICE-CHAIRMAN. My recollection is that Mr. Bainbridge in his suggestion to the Commission fixed the 1-cent postage rate for letter mail. Is that correct?

Mr. BAINBRIDGE. That is correct.

Mr. GLASGOW. That clears it up a good deal.

The VICE-CHAIRMAN. That is my understanding of what his suggestion was.

Senator CARTER. And further, to treat all mail as letter mail which is under seal—presumably sealed because it is for private communication. That, I suppose, is what he meant.

Mr. GAYLORD WILSHIRE. I believe you state, Mr. Bainbridge, that the express companies are taking matter at 1 cent to a quarter of a cent per pound, owing to the Government making a cent rate, and I understood you to say the express companies lose money on this proposition?

Mr. BAINBRIDGE. No, sir. I do not know anything about the express companies.

Mr. WILSHIRE. You do not know whether they lose money or not?

Mr. BAINBRIDGE. I know absolutely nothing about it.

Mr. WILSHIRE. What you assumed was that as a business proposition they are probably making money. There is no reason why they should lose money at this rate?

Mr. BAINBRIDGE. I do not know anything about it.

Mr. WILSHIRE. The point was that you say the Government does lose money, but you do not say the express companies lose money. I do not see why you make the distinction.

Mr. BAINBRIDGE. When I see a Government report at the end of the year, and I find they have carried so many pounds of matter altogether, and that the transportation charge is equal to 10 cents per pound, I assume they lose money on what they carry at 1 cent.

Mr. WILSHIRE. May I not ask if you would not admit that it is quite probable the transportation charge to the express companies is less than the transportation charge to the Government—in other words, that the railroads charge the express companies very much less than they charge the Government; and would you not think if the railroad companies charged the same to the Government as to the express companies, this whole question would be immediately settled?

Mr. BAINBRIDGE. I think that is very likely, but that is a question of administration, and I do not see how a commercial organization can butt into the Administration.

Mr. WILSHIRE. But you are butting in now. [Laughter.]

Mr. BAINBRIDGE. No; we are not butting into the Administration. We are butting into Congress.

The VICE-CHAIRMAN. Mr. Bainbridge, in your comment about the express companies carrying newspapers or publications known as second-class matter at a cent a pound or less, do you mean to leave the impression that they would make such carriage for any distance or all distances?



Mr. BAINBRIDGE. No; I am simply talking from hearsay. I understand they do carry second-class matter and compete with the Government within a certain zone.

The VICE-CHAIRMAN. Do you know what that distance is?

Mr. BAINBRIDGE. East of Ohio.

The VICE-CHAIRMAN. Then it is a zone of about 500 miles?

Mr. BAINBRIDGE. Yes, sir.

The VICE-CHAIRMAN. Do you know of any instance in which they have carried beyond that distance?

Mr. BAINBRIDGE. No; I do not.

Mr. KRACKOWIZER. I would like to ask the gentleman this question. If I got his statement wrong, I want to correct it, with your permission. According to the gentleman's ideas, there are to be two classifications—one, "sealed matter," so called, letters at 1 cent per ounce, when the good time comes. Is that right?

Mr. BAINBRIDGE. That is the suggestion.

Mr. KRACKOWIZER. And the other 8 cents per pound?

Mr. BAINBRIDGE. Yes, sir.

Mr. KRACKOWIZER. In other words, how are the packages to be treated that are sealed? I think that was involved in Mr. Glasgow's question. Must they all pay the ounce rate?

Mr. BAINBRIDGE. That is a detail that the Manufacturers' Association did not go into. We are simply making a suggestion for an equitable postal law, and if the Government carries a sealed package for you we want them to carry it for us. As long as the Government does for every man in this room what it does for every other man outside of this room that is what we call an equitable law.

The VICE-CHAIRMAN. I was referring in my comment about the 1-cent postage rate to the expression in the written brief of Mr. Bainbridge, which speaks of 1-cent letter postage. That was the expression I gathered from the brief which I have before me.

Mr. KRACKOWIZER. With due deference, a circular unsealed would have to pay 8 cents.

The VICE-CHAIRMAN. I am not questioning that. I am stating what his proposition was in his written brief.

Mr. KRACKOWIZER. Anything short of a pound would have to pay 8 cents if it was not sealed.

Mr. BAINBRIDGE. Oh, no.

Mr. KRACKOWIZER. That is what you say.

Mr. BAINBRIDGE. Eight cents per pound.

Senator CARTER. You wish to be understood as saying at the rate of 8 cents per pound?

Mr. BAINBRIDGE. At the rate of 8 cents per pound.

The VICE-CHAIRMAN. The next association to be heard is the Inland Daily Press Association. Is there any representative of that association present?

Mr. GLESSNER. We have three representatives present, Mr. Chairman.

**STATEMENT OF MR. A. W. GLESSNER, REPRESENTING THE INLAND DAILY PRESS ASSOCIATION.**

The CHAIRMAN. State your name and residence and whom you represent.

Mr. GLESSNER. A. W. Glessner, Galena, Ill. We are representing the Inland Daily Press Association.

Mr. Chairman and gentlemen of the committee, I might preface my formal remarks by saying that we are probably the third association of newspaper men in the country, recognized in the National Editorial Association, representing a tremendous number of country weeklies and interior dailies, and, with the American Publishers Association, covering the important interior dailies of seven Middle Western States.

In discussing the question of second-class postal rates we contend, in the first place, that the present rate of 1 cent per pound is adequate, provided the existing laws regarding the exclusion of publications not entitled to the privilege are enforced. This contention is based upon the fact that the postal service as a whole is more than self-supporting if allowance is made for the cost of transporting the enormous quantities of administrative and Congressional matter, the value of which service is estimated by the Postmaster-General "as largely exceeding \$19,822,000 annually." In view of the fact that the cost of such transportation is not credited to the service, it will be seen that instead of an apparent deficit of \$14,572,584 during the year ending June 30, 1905, there was in reality a surplus of over \$5,000,000, notwithstanding the excessive amount expended in maintaining rural free delivery throughout the country, estimated at \$28,000,000.

The VICE-CHAIRMAN. Why do you make that exception to rural free delivery? Is it not as much a part of the duty of the carrier to carry that as anything else?

Mr. GLESSNER. We admit that. That is simply a statement made here.

The VICE-CHAIRMAN. Why do you make that statement with reference to the rural free delivery and not with reference to the carriage of other matters?

Mr. GLESSNER. I merely mention that as being a very large item. The contention here is simply that the service is more than self-supporting; that is, including the cost of rural free delivery.

For instance, if a man were running a dry-goods store and furnishing dry goods to his own family and all his relatives, and made no charge for the same, his business at the end of the year might show a deficit; but if he charged to every person who came into his store the goods that person got the business would show a profit.

Representative MOON. He might show a deficit in bookkeeping, but he probably would not have any more money.

Mr. GLESSNER. No; he would not have any more money.

Representative MOON. The Government has to carry its own things anyway, and it is hardly proper for the Government to pay itself for carrying its own things.

Mr. GLESSNER. Should it not charge its Departments for the cost of the service rendered to them?

Representative MOON. That would be all right if you were simply

keeping a balance of account between Departments; but you have to treat this matter as a Government proposition.

Mr. GLESSNER. I contend that good Government bookkeeping would show—

Representative MOON. Yes; a system of bookkeeping could be devised by which there would be no deficit. As a matter of fact, there is one.

Mr. GLESSNER. The Post-Office Department conducts its business along the lines of transportation and distribution, separating its mail into different classes, following, to a large extent, the example of railway companies, who for many decades have recognized the advisability of transporting necessities, such as coal, sugar, salt, and iron, at exceedingly low rates, charging for the transportation of luxuries, such as wines, liquors, silks, and dress goods, much higher rates. On the entire service throughout the term of years the railways have invariably earned a profit. The Post-Office Department likewise has divided its mails into different classes, charging much higher rates on first, third, and fourth class than on second class, which has long been given special rates in consequence of the peculiar conditions surrounding the publishing business. In figuring the cost of handling second-class matter due credit should also be given to the tremendous amount of the other and more profitable classes of mail matter resulting from the widespread circulation of newspapers and magazines, which cause a large amount of correspondence at first-class rates as well as the transportation of merchandise and literature at third and fourth class rates.

Furthermore, consideration should be given in estimating the cost of handling second-class matter to the fact that railway transportation of mail matter is based upon a sliding scale, and an increase in the tonnage of second-class matter brings down also the cost of transportation of the other and more profitable classes.

Again, the transportation of second-class matter is in large quantities as a rule and is handled in light sacks, forming but a small percentage of the weight of mail handled, whereas first-class matter is sent out in bags the weight of which on an average considerably exceeds that of the contents.

The cost of railway transportation of mail matter is a large percentage of the total expense of the service, the appropriation for the present year being \$49,000,000. That the Government is extremely liberal in the allowance made to railroads for this service is admitted, and is justified by the necessity of quick and regular transportation of mail matter. In many cases trains are run from large cities for the sole purpose of accommodating the Government in its desire to have mails delivered at the earliest possible moment. This is maintained largely on account of first-class mail, although the benefits are shared by the newspaper and magazine publishers. The actual cost of the transportation of second-class matter is but a fraction of 1 cent per pound, the rate charged, and the cost of distribution is not materially increased by reason of the fact that the equipment used for the handling and distribution of the first, third, and fourth class matter is also used for the handling and distribution of the second class. By reference to the freight rates charged by the transportation companies on blank paper such as is used for newspapers and magazines it will be seen that the cost of transporting the same from one end of

the country to the other—namely, from Boston on the east to San Francisco on the west in car lots—is only three-fourths of a cent per pound. (See page J 100 of book *Western Freight Rates*, dated May 1, 1906, published by the Atchison, Topeka and Santa Fe; Chicago, Burlington and Quincy; Chicago, Milwaukee and St. Paul, and Chicago, Rock Island and Pacific railways.) Inasmuch as more than half of the population of the country lives east of Chicago, in which section fully three-fourths of the second-class mail matter is distributed, it will be seen that the cost of transporting second-class mail matter at regular railway rates would not exceed one-fourth cent per pound and in many cases less than one-tenth cent per pound.

These facts reflect the situation as regards second-class postal rates as a whole and include in the same the enormous quantity of literature distributed through the mails as second class which is not entitled to the privilege. The second-class privilege was created largely for the purpose of bringing to the people daily and weekly newspapers and weekly and monthly magazines at a low cost in the interest of information and education. Taking advantage of the low rate, a large number of publications putting forth immense issues for advertising purposes alone have been admitted to the mails and have burdened the same with their tremendous output.

As an evidence of this it is only necessary to refer to the circulation of some of these publications which are sent out frequently without any cost to the recipient, though alleged to be sold at rates of from 10 to 25 cents per year. Ayer's Newspaper Annual for 1906 gives the following circulation to the after-mentioned publications issued at 10 cents per year, published at Augusta, Me.:

The American Woman.....	789, 343
Comfort.....	1, 260, 812
Family Herald, etc.....	725, 958

Also the following published at St. Louis, Mo.:

Woman's Farm Journal.....	648, 826
Woman's Magazine.....	1, 615, 581

Also the following published at 15 cents per year at Augusta, Me.:

Good Stories.....	469, 617
Victory and Hill's List.....	1, 372, 326

These publications are clearly not within the scope of the law which excludes publications issued at a merely nominal price and for the purpose of securing advertisements. They are neither literary nor educational, and by eliminating them from the mails at second-class rates the profits of the postal department would be augmented by a huge sum. If they desire to use the mails for circulating their issues, they can afford to pay the rate established for circular matter. A reference to the ratings of some of these publishers shows that they have accumulated huge fortunes at the expense of legitimate publishers and the Government.

We therefore submit that with a proper system of accounting for services rendered free to Congress and the Government and the rigid enforcement of existing laws the present rate on second-class postal matter will be found remunerative and more than adequate in connection with the other branches of the service.

In the second place, we contend that the second-class postal rate does not burden the Government nearly as much as does the rural free

delivery. Little argument is required on this point. In 1897, when 310,658,155 pounds of second-class matter was carried, the deficit of the Department was \$12,133,392. During the succeeding five years the tonnage of second-class matter steadily increased until in 1902 it had reached a total of 454,102,359 pounds. Meanwhile the deficit had declined to \$2,937,649. Thus the weight of second-class matter had increased nearly 50 per cent and the deficit decreased more than 75 per cent. The great increase in the circulation of newspapers and magazines had the effect of stimulating trade, and consequently brought about a great increase in postal revenues of all classes. Since 1902 the deficit has steadily increased owing to the establishment of rural free delivery, which is costing the Government a sum many times the amount received in return for the service. In 1903 this service cost the Government over \$8,000,000, and the amount has increased until it now reaches the stupendous total of \$28,000,000 per annum. We do not question the wisdom of maintaining this service, which has for its object the bringing to the farmer daily his newspapers, with their markets and messages from the outer world, and his letters. It is a wise institution and should be supported even at a great loss, but we protest that the loss in maintaining this service should not be charged up to the newspapers and magazines, which are in no sense responsible therefor. It is no doubt true that the rural free delivery has stimulated commerce and added to the revenues of the Post-Office, and that with the continued growth of the country this service may in time become self-sustaining. We doubt, however, the advisability of largely increasing the appropriations for this service during the next few years.

Representative MOON. It strikes me you are contrasting an arm of the postal service with the bounty that is given to your paper by the Government, and arguing from that service that there is an obligation on the part of the Government to give you benefits to the same extent it would give the country people benefit in carrying all of their mail, forgetting the fact that the people who receive the rural delivery are a part of the people of the United States who are not engaged in business for profit, as publishers are, and are not getting a subsidy.

Mr. GLESSNER. Well, we do not consider we are receiving any subsidy. Probably that might be the view of some others, but we do not consider we are receiving any bounty.

Representative MOON. My sympathies are largely with you along these lines, and I would be glad to see the rate kept exactly where it is if it is possible to do it, and that is what this Commission wants to do.

Mr. GLESSNER. I am very glad to hear that.

Representative MOON. But I prefer to have a logical train of reasoning for that conclusion.

Mr. GLESSNER. The argument we are presenting here, which may not be logical, but we had thought it was, was that we do not admit there is any burden on the Government on second-class matter, and we claim that the deficit is caused largely, or to some extent at least, by the rural free delivery.

The VICE-CHAIRMAN. Are you sufficiently familiar with the rural free-delivery service to state whether there has been any increase

in the volume of mail delivered to country people since its establishment?

Mr. GLESSNER. There has been.

The VICE-CHAIRMAN. Which class of mail has increased largest in the delivery to country people?

Mr. GLESSNER. The increase of city dailies in the county in which I live, Jo Davis County, Mo., has been greater than that of any other class of mail, and that has been due largely to the fact that they have canvassed the territory very thoroughly, and I think in some cases make lower rates on rural-delivery routes. In my own case—I am publishing a daily—we have had to bring our cost of the daily to the farmer from \$5 a year down to \$3 a year.

The VICE-CHAIRMAN. Have you increased the delivery of your papers to the rural communities to any considerable extent since the establishment of rural free delivery?

Mr. GLESSNER. Yes; it has simply helped our daily and injured our weekly.

The VICE-CHAIRMAN. Has the increase of your daily in its circulation resulted in any increase in the advertisements received for publication in your daily?

Mr. GLESSNER. No, sir.

Senator CARTER. Or in the price paid?

Mr. GLESSNER. No, sir; it has not.

The VICE-CHAIRMAN. Have you increased the price on advertisements?

Mr. GLESSNER. No, sir; we have not. We are in a county of about 27,000 people, and the increase has not been enough to warrant that. Furthermore, the general advertising rate of the very large city dailies and these monthlies is so very much less than a country paper can maintain that it is almost impossible to increase that rate. The unit of circulation determines the rate. A paper like the Chicago Daily News can circulate 1,000 copies very much more cheaply than we can, and take its advertising at very much less.

The VICE-CHAIRMAN. Has there been any apparent increase in the number of advertising cards in the papers which has occurred since the establishment of rural free delivery?

Mr. GLESSNER. No; I can not see that our advertising receipts in that department have increased. We are getting more for subscriptions in gross, because where we sell our weekly at \$1.50 we are selling our daily on those routes for \$3. There is more profit for our daily at \$3 than there would be in our weekly.

The VICE-CHAIRMAN. Do you know whether there has been any increase in the per cent of first-class mail delivered to country people?

Mr. GLESSNER. It has been increasing in our county.

The VICE-CHAIRMAN. In a greater or less proportion than the increase in second-class matter?

Mr. GLESSNER. It is not as great.

The VICE-CHAIRMAN. Has there been any increase in fourth-class mail?

Mr. GLESSNER. I can not answer that question. I have not asked my postmaster about this. In our county we have a large number of these rural routes, and we consider they are a great help to the farmer. Our merchants claim that because of the rural free delivery

trade goes more to the cities. The men do not come to town with their wives as frequently. They do not see the merchandise in the window. They point to the tremendous increase in the sales of these mail-order houses. There is one of them in Chicago incorporated for an immense sum and selling merchandise at the rate of \$40,000,000 per annum.

The VICE-CHAIRMAN. Do you know whether there has been any increase in the advertisements put in papers that circulate in country districts by so-called mail-order houses since the increase of the rural free delivery?

Mr. GLESSNER. Yes, sir; there has been.

The VICE-CHAIRMAN. Have you any data upon which you could base an opinion as to the per cent of increase of advertisements made by mail-order houses?

Mr. GLESSNER. No; because the houses in the West that are advertising in the country papers are largely two; that is, we have the two large houses in Chicago, and they are using the country papers; that is, in my section they are using them more than they ever did before. Not only that, but they have, as you gentlemen undoubtedly know, made a great effort to obtain lists of people on these rural routes. How well they have succeeded I do not know. I think that is generally understood. I have no evidence on that point, but I have been told by one carrier on a route that he had been approached, by letter, by a mail-order house—neither of these two I am speaking of—asking him if he would furnish a list of the people on his route. Of course I do not know what the legal status of that matter is, whether a carrier is prohibited from furnishing such a list. I understand the postmasters are prohibited from giving information.

We argue further that legitimate periodicals, as well as rural free mail delivery, are entitled to special consideration and privileges. Both are educational in their nature and functions. Each indirectly and directly helps to swell the postal receipts from first, third, and fourth class matter. It is also recognized that newspapers have from the time of their establishment been employed in the distribution of governmental and legislative doings for the enlightenment of the people, contributing their columns and services entirely without cost to either country or State, notwithstanding the fact that counties, cities, and townships pay these same papers for the publication of like matter at regular advertising rates. Furthermore, the cost of postage was for years charged to the subscriber, and has only within a comparatively few years been assumed by the papers, which, with the growing cost of paper and labor, find their business less and less profitable. Inquiry among those who sell to the country newspapers reveals the fact that few of them are more than holding their own. The competition from the cheap monthlies referred to already has diminished their receipts from general advertisers, and this is a serious matter to the average country daily or weekly. Legitimate newspapers and periodicals are, in our opinion, entitled to a continuation of the present privileges which they now enjoy, and which are essential to their existence.

I will amplify that by saying that that does not include the chief dailies published in these interior cities. I think they are all, as a rule, making money. The small interior daily, as a rule, is not making money. I know that is true in my own county. I know it from

being associated with men in the print-paper business, and I think the imposition of postage to the small country weekly will simply cause a stoppage of some of them.

I think you gentlemen who are in the country associated with these men know that we have too many small interior weeklies in towns of 300, 400, and 500 who have a struggle in making ends meet. They probably have been unwisely advised in some cases to go into the business.

The VICE-CHAIRMAN. There are a great many men in small communities engaged in mercantile pursuits who are struggling also.

Mr. GLESSNER. That is very true, and they are not receiving any help from the Government nor are they doing anything for the Government. I think the newspaper does more public work without cost than any other institution in the community. You who are associated at all with the country newspaper man know that he gives of his time, of his columns, and often of his substance to every movement that comes along, and does it, I think, cheerfully.

Senator CARTER. What remedy have you to suggest for the exclusion of matter from the second-class privilege?

Mr. GLESSNER. It seems to me the present laws, if enforced, would accomplish that; that publications that on their face are neither literary nor educational, that are presumably put out for the purposes of advertising, that are sent out to addresses that are dead and incorrect, which I will touch on later, are not entitled to that privilege, nor are publications that are sent out without expecting to get any subscription price. I have a letter in my possession from my local postmaster, claiming that dozens of copies come there misdirected, sometimes several of them to the same person, and they are never taken. They are refused when the parties can not be found, and when the publishers are notified they pay no attention to the notice. They base their advertising rates on circulation.

The VICE-CHAIRMAN. Would you favor a purging of subscription lists by the Government, so as to eliminate all that were not live subscribers?

Mr. GLESSNER. All that were not live, bona fide subscribers.

The VICE-CHAIRMAN. Do you appreciate that that would entail a very heavy volume of work upon the 35,000 or 40,000 publications?

Mr. GLESSNER. Probably so.

The VICE-CHAIRMAN. Would you not think a simpler method than that of Government inspection would be to require publishers to make a sworn statement of their actual bona fide subscribers and inflict a penalty for a false statement?

Mr. GLESSNER. I think that would be effective.

The VICE-CHAIRMAN. And arrive at the same conclusion?

Mr. GLESSNER. Yes; I think it would. A statement of that kind under oath by the publisher would be subject to verification by an accountant, if necessary, and would give that to you.

Senator CARTER. What would you say to a law absolutely prohibiting sample copies being sent?

Mr. GLESSNER. I should say that would be a very good thing. I have here an announcement by the Weekly Inter Ocean, under date of October 2, 1906, as follows: "The issue of October 10 of the Weekly Inter Ocean will be a special Golden Harvest Edition. In



addition to the regular paid-in-advance circulation of 100,000, there will be issued 60,000 extra sample copies sent to a list of selected mail-order buyers in the Middle West. There will be no increase in the regular advertising rate of 30 cents per agate line flat. The most bountiful crops on record and high prices for all agricultural products have made the farmers of the Middle West more prosperous than ever before in their history. They are able and ready to buy anything that will lighten their labor on the farm or add to their comfort in the home. The outlook for mail-order business was never so good."

That is what we contend against.

Here is a paper with 100,000 circulation sending out 60,000 extra copies to the injury of the interior newspaper publisher and the interior merchant.

The VICE-CHAIRMAN. Do I understand you would recommend a prohibition of that, or simply a different rate?

Mr. GLESSNER. I should say they would have to pay the regular rate of sample copies.

The VICE-CHAIRMAN. You would fix a different and higher rate for samples?

Mr. GLESSNER. I would simply put them on the printed-matter rate, which is already fixed. The object of sample copies is to increase the bona fide circulation of the paper. That advertisement on the face of it shows fraud. The sample-copy privilege was never intended for the purpose of having publications of this character. They simply flood the mails. That is a distinct bid for the mail-order business. It is printed in large type that can be read across this room. There is no increase of rate. There is not 1 penny from the subscribers; not 1 penny from the advertisers. There is simply a gratuitous distribution of these papers for the benefit of their advertisers, and they are making a rate per thousand that we would simply starve under, because, as this gentleman has said, of the tremendous cheapening in the cost, etc.

Senator CARTER. Who does that hurt most?

Mr. GLESSNER. It hurts the interior merchant more than anybody else. We are not pleading his cause here. We are pleading our own cause. It hurts him first, and it hurts us second.

Mr. COLLINS. Mr. Chairman, with your permission, I would like to ask the gentleman to explain in what the fraud consists in encouraging mail-order business? What is fraudulent about it?

Mr. GLESSNER. I simply say it is a fraud as regards the original intent of the sample-copy privilege. As I understand it, that privilege was intended for a publisher to send out a reasonable or a small additional number of copies to people who would naturally be interested in his medium. These copies are not sent out to get subscribers for the Inter-Ocean. On the face of the advertisement I would contend that is not for the purpose of getting subscribers.

Mr. COLLINS. How do you know?

Mr. GLESSNER. I simply say the wording of that advertisement would show its intent. I may not be able to read the English language so as to know what the man who wrote that advertisement had in his mind, but I should say that advertisement was simply for the purpose of getting more advertisements for that special issue.

Mr. COLLINS. Is not that advertisement one thing and the sample copy another thing? The sample copy may be to get the subscriber and the advertisement may be to get the means wherewith to send out the sample copy.

Mr. GLESSNER. I say no, because it says these are to be to a selected list of mail-order buyers. These are the mail-order buyers of the West, a list of whom has been produced.

Mr. COLLINS. They are American citizens, are they not?

Mr. GLESSNER. They are entitled to the privileges of American citizenship, but I do not think that is germane to the subject. We are arguing here that this sample-copy privilege is a detriment to the country press, which I am representing. I am not representing the city press. I am representing here the interior dailies, and we feel that this is not in accordance with the proper construction of the postal laws. We may be wrong, but that is our contention.

Representative MOON. Is it a part of the duty of the Government to protect either your country press or your city press by law?

Mr. GLESSNER. No; I would not say it is. We probably should not put that in the form of protection. We simply say that the mail is burdened with enormous numbers of these copies going through the mails. That burden could in general be restricted without injury.

Representative MOON. Could you well start a new paper without sample copies?

Mr. GLESSNER. You could and you could not. You could by putting a man out on the road.

Representative MOON. Then, to prohibit sample copies would be to prohibit new publications to some extent?

Mr. GLESSNER. No; 1,000 sample copies could be sent through the mail as circular matter at 1 cent a piece.

Representative MOON. Yes; they could pay for them and send them out, but they would not be on the basis of the gentlemen already established in business, and you want to prevent that equality.

Mr. GLESSNER. Conditions change. They are permitted to send out a limited per cent, say 10 per cent, of the regular circulation. Of course if a paper has no circulation at all I do not see how the publisher could send sample copies. He has to send out his solicitors and get his circulation first.

Representative MOON. You always start with an exceedingly limited circulation and increase it by sample copies. If you prohibit the sample copy, you prohibit the building up of a paper; but when once established you are satisfied to stop the sample copies, because you are in and the other fellows are out. [Laughter.]

Mr. GLESSNER. I do not think that would be a generous way of putting it; but I think most weekly publications would admit that 90 per cent of their circulation comes from personal solicitation. We find it difficult to get new subscribers without sending into the field. So much literature comes to a man's door that he will not willingly sit down and send a postal order in to you for your paper. You have to get that by men in the field.

Publishers of papers, magazines, and periodicals of all kinds should be required, in our judgment, to confine their circulation to bona fide subscribers and such advertisers as may be regular patrons of their publications, and those who send out copies, sample or other-

wise, to incorrect addresses should be notified by the postmasters receiving said copies and a penalty assessed against them equal to amount of postage if carried at third-class rates, the amount to be collected by the home post-office, and unless promptly paid the second-class privilege should be withdrawn. This would lead to better attention on the part of publishers to their lists and would return a good revenue to the Government in the way of fines.

We protest that publications issued at nominal rates and manifestly on their face being issued for advertising purposes should not be accorded pound rates. This is the law, and we are at a loss to understand why it is not enforced. The postal department can easily ascertain on inquiry at any of the principal offices throughout the country that millions of copies of these publications are going through the mails. One postmaster writes me, giving me a partial list of such publications, adding: "Many of the above are misdirected, and sample copies are being sent out constantly by most of them, frequently several copies being addressed to the same parties." This indicates the character of the circulation. Lists of addresses are purchased in order to obtain circulation. These publishers are not to be classed with legitimate newspapers or periodicals.

Senator CARTER. What is your definition of the term "bona fide subscriber?"

Mr. GLESSNER. A man who authorizes you to send the paper to his address, either giving it by word of mouth to your agent or over his signature in a letter.

Senator CARTER. Does the payment of a subscription constitute a factor in the determination of the good faith?

Mr. GLESSNER. Well, it would. I think a payment within a year or a year and a half would be an evidence of good faith. The average country weekly newspaper sometimes carries its subscribers a year and a half to two years. There may be a condition of bad crops or something of that kind. It is hard to collect \$1.50 from a man. You can not afford to go and see him for it. You probably could for \$3. A man is not necessarily a deadhead on a newspaper subscription list who does not pay promptly for his paper every year in advance—or in arrears.

Senator CARTER. You think it would be unwise, then, for the law to require as a condition for the determination of the bona fides of a subscription a payment in advance?

Mr. GLESSNER. I think it would be a hardship.

Senator CARTER. Or at the end of the year?

Mr. GLESSNER. Yes; I think that would be a hardship. I think there ought to be a limit of, say, eighteen months from the time the paper has run. That would be a fair construction. If a man does not pay for his paper inside of a year and a half, good business judgment dictates that he should not receive it any further.

The VICE-CHAIRMAN. How about one individual purchasing a paper to send to another? How do you include that in your definition?

Mr. GLESSNER. You mean as regards their being bona fides?

The VICE-CHAIRMAN. Yes.

Mr. GLESSNER. I think that would be considered a bona fide subscription.

The VICE-CHAIRMAN. That is, the person who has subscribed for the two papers, or the person who has subscribed for the two papers:

plus the person who has received one of them? Would there be two subscribers or one?

Mr. GLESSNER. I should say two subscribers. The man for whom a subscription is paid, for instance, as a gift, would be a subscriber. Magazines are often sent to people at Christmas time by their friends. That is certainly a bona fide subscription. It is paid for.

The VICE-CHAIRMAN. Would you fix any limit on the number which any one person might subscribe for?

Mr. GLESSNER. No, indeed; the more the better.

The VICE-CHAIRMAN. That is the reason I want to find out what your definition is. That does not quite correspond with the definition which you suggested a moment ago. If you fix a definition in the law, it becomes rigid, and I want to know what your explanation is.

Mr. GLESSNER. That answer was given without any particular thought. I should simply say a man whose intentions are to take and pay for a paper by giving the order, verbally or otherwise, would be a subscriber.

The VICE-CHAIRMAN. Suppose, referring to this announcement you presented a moment ago, a mail-order house inserts that advertisement, pays for it in the ordinary commercial way, and then buys 100,000 copies. Would they be called subscribers under your definition?

Mr. GLESSNER. You mean to have those 100,000 sent out at second-class rates to those people for one issue only?

The VICE-CHAIRMAN. Yes.

Mr. GLESSNER. I should not say that was a subscription. I should say that was simply a purchase.

The VICE-CHAIRMAN. One of the greatest difficulties in the administration of the present law is the construction of the supposed definition of what is a legitimate subscriber, and I was endeavoring to see if you could throw some light upon how you could define by statute which would be rigid in its language, a legitimate subscriber.

Mr. GLESSNER. Would you not consider a legitimate subscriber one who subscribes to a publication for several issues, say a weekly for three months? I know in our case we do not accept subscriptions for less than a year. Other publications might say six months was a reasonable length of time.

The VICE-CHAIRMAN. Then, making the definition and choosing the words which would compose the definition, you would include as one of the elements the payment or promise to pay for the subscription, and would you also include the term during which the paper is to be sent?

Mr. GLESSNER. Yes.

The VICE-CHAIRMAN. Then if you fix the definition of the subscriber as one who pays or promises to pay for one or more copies of a publication, would you extend that, say, for a period of one year or eighteen months, if you wanted it to run beyond the period of subscription?

Mr. GLESSNER. I should say no subscription should be considered a subscription that was entered for less than six months with a weekly paper or a period of one month for a daily paper.

The VICE-CHAIRMAN. And then, after you had made that language, you would permit that paper to be sent to the party for eighteen months longer, if I understand you correctly?

Mr. GLESSNER. Yes; up to eighteen months.

The VICE-CHAIRMAN. Then a subscription for a weekly would mean its delivery for two years?

Mr. GLESSNER. No; of course that depends upon the circumstances. You take a man on your subscription books as being presumably able to pay his bill. His reputation is good in the community. Your assistant comes in and says: "This man wants us to send him the paper. He will pay for it at the end of the year." We enter that on the subscription books and we send the paper to him. At the end of the year we render him a bill. He does not pay any attention to it. Probably at the end of another month we send him another notice. We call his attention to the fact that he is still in debt to the paper, and call his attention to what we consider the construction of the law—that he can not discontinue that without paying up all arrears. I do not know how good that law is, but that is the form a great many of us use.

Senator CARTER. That is cornfield law. [Laughter.]

Mr. GLESSNER. Yes; that is cornfield law. We use that in the country, a great many of us. Then there comes a time when these accounts accumulate to a point where we can send a man out to collect. He collects in every township. Some men subscribe in June and some in October. If we are not able to make a collection from a certain man in a certain town, we consider that man a deadbeat and we drop that account or put it in the hands of a collection company for collection.

The VICE-CHAIRMAN. You realize how difficult it is to choose language to frame the definition of a subscriber that will be easy to interpret?

Mr. GLESSNER. I realize that.

The VICE-CHAIRMAN. Have you ever satisfied yourself of a definition that you yourself would like to stand by?

Mr. GLESSNER. As a bona fide subscriber?

The VICE-CHAIRMAN. Yes.

Mr. GLESSNER. I might say a man who pays or shows good intent to pay, who wants your paper, is a bona fide subscriber.

The VICE-CHAIRMAN. If under that I subscribe for 100, would that apply to me or the 100 fellows?

Mr. GLESSNER. If you subscribe for 100 papers?

The VICE-CHAIRMAN. Yes; if I subscribe for 100 to be sent to 99 other people?

Mr. GLESSNER. It would simply be a matter of your individual credit.

The VICE-CHAIRMAN. I am alluding to the definition, and not to my credit. They are two very different propositions.

Mr. GLESSNER. I should say that the men to whom you sent those papers would be, under my construction, the bona fide subscribers. You would be acting as their agent.

The VICE-CHAIRMAN. Then, according to your definition, the individual who pays is not a subscriber?

Mr. GLESSNER. You can put a double construction on that. If you subscribe for them with your promise to pay, then you would be compelled to still call those people subscribers because they receive the benefits. It is pretty hard to differentiate there.

The VICE-CHAIRMAN. And pretty hard to define it?

Mr. GLESSNER. And pretty hard to define it. I will admit that.

Senator CARTER. What would you say to the requirement that a subscriber should, within a specified time after the receipt of the paper, give evidence of his desire to receive it by filing in writing in the office of the publisher a request that it be sent to him?

Mr. GLESSNER. I think the average man on our lists out in the rural districts would be highly insulted by a request of that kind. I think you gentlemen have dealt enough with those people to know that they are very often supersensitive on those matters. A man comes to our office and says, "Send me a paper;" and if we sat down and said, "You have got to sign this before we send it," he would turn around and walk out of our office.

Senator CARTER. But suppose you said to him that, under the law, you could not put it in the mail until he signified in writing his desire to have it sent?

Mr. GLESSNER. I think that would overcome it, and I think the publishers would be relieved of sending to some of the men who would take advantage of them.

The VICE-CHAIRMAN. What hazard or difficulty would there be to place no limitation for circulation of second-class matter on account of bona fide subscribers and let the newspapers send as they choose, so long as it is respectable matter? If they want to give it away, let them give it away, or if one man wanted to subscribe for a copy for himself or for 1,000 why not let him do it?

Now just a little explanation. Suppose there were a proper relation of cost to receipts by the Government.

Mr. GLESSNER. You mean—

The VICE-CHAIRMAN. Without stating what that relation would be, suppose there were some proper rate fixed which was a just and equitable relation between the expense of handling and the receipts, then what objection would there be to the publishers sending their papers to anybody they wanted to, in any quantities or for any length of time, as long as it was respectable and decent matter?

Mr. GLESSNER. Well, I am not able to give a very clear answer to that.

The VICE-CHAIRMAN. That would be a great relief from the two constructions of definition and administration.

Mr. GLESSNER. Yes; that would have that effect. It would be somewhat ambiguous, it seems to me, to present a proposition of that kind. The man who sends his paper expects to get payment for it.

The VICE-CHAIRMAN. Leave that to the publisher and the subscriber. Let them thrash that out.

Mr. GLESSNER. You mean, have no restriction on the volume that should be issued or the number that should be sent?

The VICE-CHAIRMAN. I am asking if you had thought of that.

Mr. GLESSNER. No; I had not thought of that. Personally, I should say in my own case that I should object to that because in my own county I think there are too many papers entirely coming in gratuitously, but I believe that an article that is published should have its value.

The VICE-CHAIRMAN. That would give an advantage, would it not, to firmly established and prosperous publications who, by reason of the liberal distributions, drive out of business the less able?

Mr. GLESSNER. Yes; I think so.

The VICE-CHAIRMAN. You think that would be an objection to it?

Mr. GLESSNER. I think it would be a great injury. I think the country weekly newspaper deserves to live. I think the publisher of the weekly and country daily is trying to serve a useful purpose in his community, and I believe to-day he is not paid anything in comparison to what many other people are getting.

The VICE-CHAIRMAN. And there would be better results for good citizenship to distribute a large number of small circulation papers rather than a few with large circulation.

Mr. GLESSNER. Yes; I think so. I think the larger papers are growing so tremendously that they are making great inroads upon the country daily and weekly circulation at the present time under the present arrangements. The mails that start out from the big cities at 3 o'clock in the morning bring the daily papers to the door of every man within 300 miles of Chicago by 9 or 10 o'clock.

Representative MOON. Why do you object to the gratuitous distribution of large numbers of papers in your county?

Mr. GLESSNER. Simply because this is a personal matter. I believe it makes our living more precarious.

Representative MOON. But your claim for the 1-cent postage is based on the idea of the dissemination of information for the benefit of the public.

Mr. GLESSNER. But we claim these papers that are coming in are not of that class.

Representative MOON. You would not undertake to say that none that come in are of as good a class as your own?

Mr. GLESSNER. In my experience, the papers that come in and are subscribed for, like our magazines, have a place and are read even if sold at \$1 a year. But the objection in our own case is the circulation of these tremendous issues of papers which are taking advertising at low rates and are circulated without any regard to subscription. We know that they are not receiving a subscription price in many instances.

Representative MOON. What difference does that make to the Government in the pursuit of a policy of education of the people by disseminating knowledge?

Mr. GLESSNER. But we say these papers, on their face, do not disseminate knowledge of any particular value. That is a matter of ethics.

Representative MOON. Are they all worthless publications that come free?

Mr. GLESSNER. Practically all those that come free. If a paper is of value it will demand and receive a subscription.

Representative MOON. Lots of sample copies of your own paper go into other counties free, do they not?

Mr. GLESSNER. We do not send any papers ourselves.

Representative MOON. Well, other reputable papers do.

Mr. GLESSNER. I do not think that is generally the rule with our country weeklies. I think they have found it to be true that they must get out and come in personal contact. They must present their papers personally. There are so many papers that a man does not go to an office and order his paper. Once in a while young people

get married and go to some other county and they will come and order their paper, but it is not a usual thing.

Representative MOON. Then the rate of circulation is regulated by the local character of the news?

Mr. GLESSNER. Yes. Little papers of 300 and 400 circulation in a township will fill a need in that particular township.

We desire to call attention to the abuse of the sample-copy privilege. This was originally intended to enable publishers to increase their bona fide circulation; but it is being used to flood the mails to obtain fictitious circulation to impose upon the Government and upon advertisers. As quoted heretofore, frequently several copies are sent to the same address and often misdirected. No good results therefrom to the public or to the advertisers using the columns of the publications circulated in this manner, the waste basket finally being the destination of a large proportion of the copies thus sent out. Sample copies should be paid for at the rate established for printed matter or restricted to a per cent of the bona fide circulation of the publication. I have in my possession a copy of the Chicago Daily Inter Ocean of October 2, announcing that the weekly issue of October 10 will be increased from 100,000 to 160,000, "6,000 extra sample copies to be mailed to a select list of mail-order buyers." This illustrates the abuse of the sample-copy privilege.

Senator CARTER. Would you make it a misdemeanor to send a copy of a paper to a person who was not a subscriber?

Mr. GLESSNER. No, sir; I would not.

Senator CARTER. How would you stop the sending of papers to these reluctant people who are burdened by them?

Mr. GLESSNER. Well, some of them are reluctant, because they refuse to receive them. I do not see how you can find out whether or not a copy has been paid for that has been sent to the man, except by his refusing it at the post-office, saying he has not subscribed for it. Then if the publisher insists upon sending that subscription, the publisher should pay the circular-matter rate on that paper.

The VICE-CHAIRMAN. What is the practice among the people, in your experience, of taking from the mails papers sent to them without request?

Mr. GLESSNER. A great majority of them take the papers from the mails until they get a notice some time later from the publisher that they are liable. Then they immediately send a discontinuation. They go to the postmaster and talk it over with him. The postmaster says: "Well, you had better settle that thing, if you can." But a great many of them are ignorant of the situation, and they keep on taking them.

The VICE-CHAIRMAN. Suppose the law should provide that where a piece of second-class mail was refused by a person to whom it is addressed it should be returned by the Government to the publisher, and postage at the third-class rate collected for both trips?

Mr. GLESSNER. That would be a very good idea. That would be immediately a notice to the publisher that that paper was not wanted, or it had been sent to an incorrect address, and there should be something on the paper indicating why it was returned.

The VICE-CHAIRMAN. Do you believe there would be any objection on the part of publishers at the time of entry, or, if already entered, by way of evidence of good faith, to make a money deposit with the



Government, against which might be charged mail at the rate of third-class for the return of papers and periodicals refused?

Mr. GLESSNER. I do not think that would be wise or necessary, because the curtailment of the second-class privilege, in case they refused to pay for the return of those papers, would be sufficient.

The VICE-CHAIRMAN. The only difference would be that in that case it would put the burden upon the publisher, and in the other case it would put the burden upon the Government to go and collect by suit. Do you think there would be any objection to making a deposit of a reasonable amount against which might be charged the cost of postage in case the papers were refused and had to be returned?

Mr. GLESSNER. I do not think there would be. I think that would clear a publisher's list and give him a better idea of who wants his paper and who does not. If a man sent out sample copies under any particular restriction—and I think sample copies should be restricted, if not entirely eliminated—he would soon get tired of paying for sample copies sent back to him.

The VICE-CHAIRMAN. Especially if he had to pay 8 cents per pound.

Mr. GLESSNER. Yes; if he had to pay 8 cents a pound he would get very tired.

In closing we desire to call attention to the increasing amount being allowed for salaries and clerk hire as well as betterments and furnishings in post-offices throughout the country. The Postal Department is exceedingly generous in the treatment of its employees and the transportation lines, and this must be considered in connection with the rates which it charges for its services. With the rapid increase in population and wealth the day is near at hand when the revenues of the Department will be ample to cover all costs, but in the interest of better administration it seems wise to institute the reforms suggested herein. We respectfully submit these facts and arguments for your consideration in the interest of the country press.

My idea in speaking of that is simply this: It has come under my observation that very large profits have been spent in these days of prosperity in the improving of post-offices. That makes a large item in the general cost. We can afford it, but at the same time it causes a deficit.

Representative MOON. That does not come under postal revenue.

Mr. GLESSNER. Do not the furnishings of the buildings come out of postal revenue?

Representative MOON. The furnishings may, but not the buildings.

Mr. GLESSNER. No; the buildings do not, but those buildings are also used for other Departments.

The VICE-CHAIRMAN. What do you allude to by clerk hire? Do you mean clerks in post-offices?

Mr. GLESSNER. I think it will be admitted the general salaries throughout the country in Presidential post-offices are high in proportion to prevailing salaries in the community.

The VICE-CHAIRMAN. That is what I want to gather. Do you refer to the rate paid or to the volume paid?

Mr. GLESSNER. To the average rate paid to the average employee.

The VICE-CHAIRMAN. Because a certain proportion of the appropriation is for new clerks, occasioned by increased volume of work.

Mr. GLESSNER. That is true, but I think that statement will be found absolutely correct. If you go into the average Presidential post-office you will find the average employee there gets a great deal more than the average employee of like value in mercantile lines, and also that the hours of labor are fewer.

The VICE-CHAIRMAN. I do not know whether you were present at a recent date when the assistant postmaster at the Chicago post-office made the statement that they were losing great numbers of their best clerks because they were getting offers of compensation in excess of what the Government was paying.

Mr. GLESSNER. Yes. That would be true in Chicago and New York; in places where living is high, but you take our interior towns of 10,000 to 25,000 and it is not the case.

The VICE-CHAIRMAN. They are not first-class offices.

Mr. GLESSNER. I said Presidential offices.

The VICE-CHAIRMAN. I thought you said first class.

Mr. GLESSNER. No; I said Presidential offices. At least, I should have said that. I know from my own knowledge that clerks in these post-offices are regarded as having very good jobs. I know the pay of some, because I have had to do with it.

The VICE-CHAIRMAN. They have better jobs than they had before they got these?

Mr. GLESSNER. Very much better, and there is a constant struggle to get on the pay rolls of the post-offices. That has been brought about by better times, better income. The post-offices are earning more money, and it seems to me the deficit throughout the country is such a small amount that it ought not to be a serious thing at all.

Representative MOON. Do you not think many of the postal employees are receiving less money than they ought to have?

Mr. GLESSNER. Just as I think the majority of the people working in the country are receiving less these days than they should, considering the increased cost of living.

Representative MOON. And considering the amount of work they do. Take the clerks who are getting \$70 or \$80 in post-offices that require twelve or fourteen hours' work a day. The law does not require but eight, but they do actually work twelve and fourteen.

Mr. GLESSNER. I do not know any who work those hours.

Representative MOON. Ought not the pay to be better than they are getting now?

Mr. GLESSNER. Yes; that is true wherever they work those hours, but in many of the offices they do not work those hours.

Representative MOON. There are some that do not and some that do.

Mr. GLESSNER. Yes; you can not take one general rule on that.

Representative MOON. Do you think generally they are overpaid?

Mr. GLESSNER. Well, that they are liberally paid. I would not say overpaid.

The VICE-CHAIRMAN. You refer to the smaller Presidential offices?

Mr. GLESSNER. To the smaller Presidential offices.

Representative MOON. Do you think the pay of the regular employees of the Government, men who are spending their lives in the public service, growing old in it, should be held down to a mere sum that will support life in order that a bounty can be given to publishers to make money in carrying second-class mail matter?

Mr. GLESSNER. No, sir; we do not contend that.

Representative MOON. Is not that the result of your argument?

Mr. GLESSNER. No, sir. I called attention to that simply as an element in the cause of the deficit. There has been a general increase in the cost of everything.

Senator CARTER. It might be well at this point to have the record show that the fact is that the equipment of a vast majority of the post-offices is supplied by the postmaster, and in the public buildings out of the general funds of the Government through the Treasury Department, so that in neither case is the equipment in the office charged or chargeable to the postal revenues.

Mr. GLESSNER. It is only the salaries, then, of the postmaster and his assistants and clerks. In our argument here we do not contend for the cheapening or any branch of this service. We contend simply for the elimination of papers that are deemed unworthy, in our judgment, of this privilege, and I think the postal service should receive some credit for the very large amount of work it is doing for the Government, and that the records will show that the rates now charged are adequate, and that there is no necessity for an increase.

Senator CARTER. If it should be demonstrated by mathematical processes, questioned by no one, that the cost amounted to 2 cents a pound instead of 1 cent a pound on second-class mail matter, would you still adhere to the conclusion you announced, that the Government should lose the 1 cent per pound in the cost of diffusion of knowledge?

Mr. GLESSNER. Well, I would not want to answer that yes for the entire amount of second-class matter that is published. I would say that the daily, weekly, and triweekly newspapers were entitled to that much consideration for the services rendered by them to the Government and communities.

The VICE-CHAIRMAN. What service do they render to the Government that is not rendered by the monthlies, in many cases?

Mr. GLESSNER. They print from day to day the news of Washington and the world, which are not used by the magazines at all. The magazines comment on those things after a month.

The VICE-CHAIRMAN. That is what you sell to the subscriber?

Mr. GLESSNER. We sell that just as well as we sell all the rest, but in many cases lots of that matter is published at the request of the Government. Our postmaster brings us in a large amount of advertising for examinations for rural routes, and all that. We make no charge. In my business I do not recall ever having charged for any notice of any kind in connection with the Government business.

The VICE-CHAIRMAN. Do not a large number of agricultural monthly periodicals carry similar information?

Mr. GLESSNER. They do not carry the current information. They would sort out the matter largely that referred to the agricultural matters, whereas we are supposed to and do publish the general news. We publish consular reports we get, where they are of interest—that is, in brief. We do not publish anything of that kind fully.

Senator CARTER. Then, if you were assigned the task of amending the law, if amendment should be deemed necessary, you would confine the second-class mail to daily and weekly newspapers?

Mr. GLESSNER. No; I should add to that the monthly magazines of

a regular general character. I would exclude the house organ, so-called, and advertising sheets and sample copies.

Senator CARTER. All the publications advertise more or less, do they not?

Mr. GLESSNER. Yes; but there is a relation between advertising and matter. We may be unjust in these criticisms of these publications.

The VICE-CHAIRMAN. Where would you fix the dividing point?

Mr. GLESSNER. That is a matter more of ethics than anything else. I think the paper shows on its face whether or not it is published for the benefit of the reader or the advertiser.

Senator CARTER. Our special mission here is to relieve the Post-Office Department from the very precarious and difficult task of being a judge of ethics.

Mr. GLESSNER. We ought to be able to help you on that, but I do not know how we can.

Senator CARTER. We, therefore, desire some specific information as to definitions calculated to evolve settled results in an automatic way. Could you give us a definition which would clearly and unquestionably draw a line of demarcation between the so-called advertising sheet and the regular weekly, daily, or monthly publication entitled, under your view, to the second-class privilege?

Mr. GLESSNER. I do not know that I could give that in such a brief way as that it would stand the scrutiny of a legal mind. It is a very difficult thing to do.

Senator CARTER. Give it as it would appear to a newspaper man.

Mr. GLESSNER. I should say a paper whose advertisements were largely of, say, mail-order houses going into the country and soliciting that sort of business, and whose literary side was chiefly stories and miscellaneous, would show that it was not a newspaper, that it was not a magazine, that it was a publication, but not designed for general circulation; added to that, a subscription price that is much less than would be normally asked. Of course it is pretty hard to specify what is a normal rate, but a paper published at 10 cents a year in these days of high prices it does seem to the newspaper publisher is intended for the purpose of getting subscriptions.

The VICE-CHAIRMAN. Why would you use the expression "mail-order advertisements?" Supposing the advertisements were limited entirely to apples and agricultural implements and dairy products, and not mail-order advertisements at all, would that make any difference in your definition?

Mr. GLESSNER. Yes; it probably would, but I am just speaking from general knowledge of these papers I have seen. The general character of the advertisements, I think, indicates it.

The VICE-CHAIRMAN. Would you think it wise to fix a limitation in space for advertising rather than in character of advertising?

Mr. GLESSNER. That I know has been discussed in paper associations at different times, and that has always been a very difficult thing to determine. That is, there are certain times of the year, for instance, when crops are good, as the Inter Ocean says, when there is an influx of advertising that comes into a daily newspaper in the country.

The VICE-CHAIRMAN. What would you say to fixing a different postal rate upon that proportion of space over and above a certain

percentage which was devoted entirely to advertisements, without regard to the character of the advertisement?

Mr. GLESSNER. My suggestion here was that that class of advertisements should be circulars at the circular rates. A man sends out a circular for the purpose of advertising. Of course a letter does the same thing, but in a different way, and I think the receipts from these papers would pay that rate and still make a profit. I can not state to you what I consider a just proportion between advertising and reading matter. We have our city dailies here that come out with editions of 70, 80, and 90 pages on Sunday, and the news columns in those papers are rarely larger than they are on a week day. A certain amount of news occurs during the day. But I understand the New York papers send out their issues during the week. They prepare a comic section one day and another section another day.

Senator CARTER. In your opinion, then, the Commission can not establish the rule upon the relation between the relative proportions of reading matter and advertisements in any particular publication?

Mr. GLESSNER. I should say, from my own judgment, that that would be a very difficult thing to do.

Senator CARTER. How, then, would the law enlighten the Department if it merely stated that the determination was to be based upon the class of advertising and the obvious purpose there as appearing upon the face of the paper offered for entry for the second-class privilege?

Mr. GLESSNER. That would have to be very carefully drawn in order to handle it in that way, but it seems to me it could be drawn so that a paper would present itself to a department familiar with the situation and the law, so that if a paper was presented that was sold at less than a normal rate and seemed on its face to be only for advertising, it could be excluded from the mails. It seems to me that would be possible without doing an injustice to either side. I have been told that in the case of these cheaper papers an attempt had been made to exclude them, and they had taken proceedings against the Post-Office Department, but I have written to the Post-Office Department asking that question and got no reply.

Senator CARTER. Could the law, then, be directed to the price of the publication as constituting one of the factors to be considered in admitting or excluding it from the mail?

Mr. GLESSNER. I should think so. That is very delicate ground, but I think that could be done.

Senator CARTER. What basis would you specify in the law as constituting the dividing line between admission and rejection on the price proposition?

Mr. GLESSNER. You have simply asked the question and I will give my personal views. It does not seem to me a paper that circulates throughout the country for a price less than 50 cents a year is entitled to consideration as second class, excluding, possibly, the religious publications that are published without trying to get a fair price. I understand there are publications of that character that go to Sunday schools. I presume they are entered in the second class.

Senator CARTER. Publications benevolent in their nature?

Mr. GLESSNER. Yes; publications of benevolent associations—benevolent or religious. I think that is a duty the Government owes to those people, and that if they can protect them they should do so.

Mr. ATKINSON. Mr. Chairman, may I ask a question?

The VICE-CHAIRMAN. Yes. State your name, so that the stenographer may have it.

Mr. ATKINSON. Wilmer Atkinson. I wish to ask this question: Why would you send your paper out at a cent a copy and deny that privilege to a weekly?

Mr. GLESSNER. I was not denying that to a weekly.

Mr. ATKINSON. Why would you refuse it to a monthly? If you had it for a cent a copy, why would you not allow the monthly to send it at a cent a copy?

Mr. GLESSNER. Do you mean a cent a pound or a cent a copy?

Mr. ATKINSON. A cent a copy.

The VICE-CHAIRMAN. You said 50 cents a year, but for a monthly that would be 12 cents a year.

Mr. ATKINSON. Your paper is \$3?

Mr. GLESSNER. Our paper is \$5.20 a year to our regular city delivery. It is \$3 by regular rural free delivery.

Mr. ATKINSON. Less than a cent a copy?

Mr. GLESSNER. Less than a cent a copy.

Mr. ATKINSON. I publish the Farm Journal. Why can I not send that at a cent a copy?

Mr. GLESSNER. Perhaps my contention in regard to that is not just. I only gave what my view was, that a monthly paper put out at a price under 50 cents a year would seem to me to be circulated without obtaining a fair amount for its subscription price.

Mr. ATKINSON. But is it justice? Why can not a monthly print a cent-a-copy paper just the same as you, who print it for less than a cent?

Mr. GLESSNER. I think the cost is very different.

Mr. ATKINSON. No, sir.

Mr. GLESSNER. Is it not different? Then I am misinformed.

Mr. ATKINSON. We print the Farm Journal, of 40 pages, on a press that turns out two a second from a ribbon right into the mail bag. You do not do better than that?

Mr. GLESSNER. No; we do not do better than that.

Mr. ATKINSON. We bind it and fold it ready for the label to be put on it. I wish to say that when any person comes here in the publishing business and claims that a daily paper should circulate for less than a cent a copy, and that a weekly might do the same, and that the monthly must not, he has not the sense of justice in his soul.

Mr. GLESSNER. Well, we will accept that, but we are simply figuring, not knowing the cost. If a monthly can be produced at less than the cost of a daily, my judgment in that is wrong, and I simply withdraw that statement.

Representative MOON. What was your explanation of the special good that the daily papers do over the other publications? I did not clearly catch what you said.

Mr. GLESSNER. I do not know that I specified anything that the daily did, except in connection with the weekly.

Representative MOON. Well, the daily and weekly, too.

Mr. GLESSNER. Only on the general principle of disseminating very valuable information—not gratuitously, of course, but that it serves a very useful purpose in every community.

Representative MOON. Would it not be better if it could do it gratuitously to the public?

Mr. GLESSNER. I am speaking of gratuitously from the point of view of the publisher. He does not publish his paper without expecting remuneration.

Representative MOON. Do you not think that you possibly overestimate the value of the daily papers to the country on the subject of healthy literature and information?

Mr. GLESSNER. Well, I do not know. A man naturally has an elevated opinion of the business he is engaged in.

Representative MOON. You take a first-class magazine, that does not treat of the daily occurrences, murder, rape, and crime and all that sort of thing, that is not full of all the rot that the daily newspapers are full of. Do you not think it affords a higher standard of education to the people and is worth ultimately more to this Government than the daily newspaper that is written up by reporters who have very little information in many instances, who are not truthful in all cases, and get a lot of stuff unfit to be presented to the women and children of the country?

Mr. GLESSNER. Certainly; but I think our interior dailies eliminate that class of matter as a rule. There are cases where the editors come closely in touch with their people.

Representative MOON. Then you limit your remarks to the interior dailies, and not to the metropolitan dailies?

Mr. GLESSNER. I am speaking of the quality of news that is given. I think there is a distinction. You take a paper published in a town of 40,000, and it has a different character than the great city paper. I think we must all admit that it comes closer to the people. It must be more careful of its matter, and I think as a general thing to-day it upholds high ideals.

Representative MOON. Do you not think a good magazine is worth more in the interest of public education than a weekly newspaper that is running a series of dime-novel publications?

Mr. GLESSNER. Yes; I will admit that, but the weekly will go to places where your high-grade monthly will not go. You go into a great many of the smaller towns, and while you find the magazines you do not always find the high-class publications.

Representative MOON. But is it not essential to the best interests of the Republic, upon which this policy is based, that the better class of information shall go as cheaply as possible to all classes of the people?

Mr. GLESSNER. Yes. I do not know anything in this argument that has led the Commission to think that we are not in favor of magazines going at this rate.

Representative MOON. I may have misunderstood you, but I understood you to give credit to the dailies for the dissemination of public knowledge and information over all others.

Mr. GLESSNER. No, sir.

Representative MOON. I think you will find that is what you said.

Mr. GLESSNER. No; I said the second-class privilege was created largely for the purpose of bringing to the people daily and weekly newspapers and weekly and monthly magazines at a low cost, in the interest of information and education. I included the magazine.

Representative MOON. You made that statement, but I understood you very much as Mr. Atkinson did about that.

Mr. GLESSNER. No, indeed.

Representative MOON. I wanted to give you an opportunity to correct yourself.

Mr. GLESSNER. I withdraw from the record my statement about the monthly papers because I am not posted on the cost of that class of publications.

Mr. ATKINSON. Then I wish to withdraw my remarks.

Mr. GLESSNER. That is not our contention. We simply think the present rate is adequate, and if we have not made that clear we are sorry.

Senator CARTER. Returning again to definitions to be prescribed by law, you would undertake to define a publication entitled to second-class privileges somewhat with reference to its subscription price—

Mr. GLESSNER. Which should be bona fide.

Senator CARTER. And the bona fides of the subscription list?

Mr. GLESSNER. Yes.

Senator CARTER. Would you consider any other factor in undertaking to supply a definition?

Mr. GLESSNER. No; except to eliminate a paper which showed by its pages within that it was owned and published by some house for the purpose of getting its own wares to market.

Senator CARTER. As an evasion of the law?

Mr. GLESSNER. As an evasion of the law, having subscribers probably at a fair price and all that, but a large portion of the contents of which had reference to the commodities which were produced by the publishers of the paper. I have understood there were numbers of those in the mails, but I have no knowledge of my own in regard to them.

Senator CARTER. Would you leave the Department still upon the same shoreless sea in which they are now in attempting to determine what to include and what to exclude?

Mr. GLESSNER. There is a matter of judgment in that, as there is in everything else in life. I presume these problems come up to all the Departments, of what to do and what not to do, and if there were boards of review to which a man could make his appeal if he thinks he is unjustly treated, he could ascertain his rights in regard to these papers. He has the same rights in his view to this privilege as we have. When they come before you, as undoubtedly they will—they have probably already been before you—they will have their case. We can only look at these things from the standpoint of a man who is publishing a small daily in a small interior city. We look at some of these things as being hardships on us. The man at the other end maintains he has a right to live, and he is doing the work, and we may think our readers are getting a very much higher grade of matter than his are, and perhaps he thinks his readers are getting a very much higher grade matter than ours are. We think we are giving them pretty good reading.

Senator CARTER. We need not call the editor or proprietor of the paper *Comfort*, to which you referred, because he admits on the title page that this paper is the key to happiness and success in over a quarter of a million homes. [Laughter.]



Mr. GLESSNER. We will have to take off our hats to a man who will provide happiness and prosperity to that many homes.

Senator CARTER. He further says the publication is devoted to literature, art, science, and the home circle. Can you say the same for the daily paper?

Mr. GLESSNER. No, sir; we are not doing as much. [Laughter.]

The VICE-CHAIRMAN. I am not sure whether you or the speaker immediately preceding you referred to the mail bags used for second-class mail matter being lighter than those for the first class.

Mr. GLESSNER. I referred to that.

The VICE-CHAIRMAN. And the leather bags being used for the first class and the lighter bags for the second class.

Mr. GLESSNER. But the percentage is different.

The VICE-CHAIRMAN. Do you not know that leather bags are excluded from the mails, and they are only used to a limited extent on the car service?

Mr. GLESSNER. I did not know that, but I still think the statement is correct that the percentage in the cost of the package on the second class would be less than the package on the first class.

The VICE-CHAIRMAN. I thought it desirable to call your attention to the fact of the elimination of the heavier bags some years ago, so as to make the correction.

Mr. GLESSNER. Yes. I am not quite posted in regard to that.

I might say one word in closing in regard to the 1-cent letter postage. A great many of our larger business houses have abandoned the sending out of circular matter under 1-cent postage, which they began, and prefer to send it under 2-cent postage, simply on account of getting better attention to their matter.

Senator CARTER. Keeping it out of the wastebasket?

Mr. GLESSNER. Keeping it out of the wastebasket. I am a manufacturer also, and use the mails extensively in another line, and we send out nothing except under 2-cent postage. We consider it a good thing to have that 2-cent letter postage. We think the general correspondence of the country is carried on very economically at 2 cents.

The VICE-CHAIRMAN. Are the other gentlemen of the Inland Daily Press Association present?

Mr. GLESSNER. Yes; they are—Mr. Lowry and Mr. Adler.

**STATEMENT OF A. K. LOWRY, REPRESENTING THE INLAND DAILY PRESS ASSOCIATION.**

The VICE-CHAIRMAN. Mr. Lowry, please state your name, address, and whom you represent.

Mr. LOWRY. A. K. Lowry, Kane County, Ill., representing the Inland Daily Press Association.

The VICE-CHAIRMAN. Have you a written brief?

Mr. LOWRY. No; I have no written brief, and I will be very brief. There are just one or two points I would like to emphasize. I can not give this Commission any information, because it is evident the gentlemen who have served on the committee, some of them for years, know more about postal matters than I do; but I am going to protest against the words of Judge Moon, in behalf of the newspapers that compose the Inland Daily Press Association. I have been an editor of one of those papers for twenty-five years. I have never allowed

matters that were considered of an immoral character, murders, rapes, salacious divorce proceedings, or anything of that kind in the paper that the public good did not demand. And I contend further, and have contended, that newspapers that are given over to the publication of such matters should be excluded from the mails of the Government. [Applause.]

I do not care whether they are published in Chicago or New York or any of the great centers of population. They come into our homes and demoralize and poison the minds of our children.

The VICE-CHAIRMAN. That is what Judge Moon referred to.

Representative MOON. That is what I said. I do not see that you have any protest against what I said, but rather that you concur.

Mr. LOWRY. But you made no distinction.

Representative MOON. I did not know of that exceedingly happy condition that your edition is in out there.

Mr. LOWRY. Mine is not singular in that respect. I am simply speaking of the general tone of the inland dailies that circulate among an intelligent and moral class of American citizens, and they are entitled to be protected in the sanctity of their homes and in their rights by the Government of the United States.

But the two points that I make are simply these: I hold that while technically we have a deficit, in reality there is none; and I am again compelled to take issue with our friend at my left [Representative Moon]. As I understand it, and he knows it far better than I do, unless the estimated cost of the Government in distributing these free pamphlets under franks—of course, we all know that Members of Congress are exceedingly careful and exceedingly economical in their use of franks.

Representative MOON. Oh, I think you are mistaken about that. [Laughter.]

Mr. LOWRY. Judging from the bushels that come to our office every month or so, I should think my statement was correct.

But the point is this, that we give more than an equivalent for what we receive, in the support of our institutions, the dissemination of news, the publication of Congressional proceedings—

Representative MOON. Do you think there is any publication in the United States that equals, in its capacity to inform the public, or any publication that does more good from a political or moral standpoint, than the Congressional Record?

Mr. LOWRY. No, sir; I perfectly agree with you; and in addition to that, it is one of the best panaceas in the world for wakefulness at night. [Laughter.]

In addition to that, the newspapers publish full synopses of those eloquent and masterly orations that are delivered in Congress, and we take very great pleasure in doing so.

The VICE-CHAIRMAN. And they also sometimes publish the speeches of editors who are gifted in oratory, do they not?

Mr. LOWRY. Editors are proverbially modest; but I want to emphasize that point. I don't mean the point that editors are modest [laughter], though I think that is true.

Senator CARTER. That will be taken for granted. [Laughter.]

Mr. LOWRY. But the point I make is this, that the farmers of the country especially are interested in the proceedings of Congress. They are thinkers, all of them, and we reach these farmers by means

especially of the weekly publications; and I want to say a good word for the weekly publications of the country, North and South.

It is true, as rural routes are being extended, the weekly is very largely giving place to the daily, and I think that the farmers thank God, and Congress especially, every day when they pick up their daily paper for that thing.

By way of addenda I just want to say that I think all responsible and bona fide publications—daily, semiweekly, triweekly, monthly, or quarterly—should be placed upon the same basis; but there should be excluded from the mails these publications that are not considered bona fide. You have done it in the past, and I do not see why you should not continue to do it in the future.

The VICE-CHAIRMAN. Can you define a publication that is not a bona fide publication, or one that is a bona fide publication? Can you make a definition that might be used in the statute of a bona fide publication?

Mr. LOWRY. I would consider that a pretty hard question to answer.

The VICE-CHAIRMAN. It is one of the duties of the Commission, and I want to get the benefit of the opinions of all who appear.

Mr. KRACKOWIZER. One that does not hurt you.

Mr. LOWRY. That is not a bad definition. Have you reference to your pocket or your morals?

Mr. KRACKOWIZER. I had reference to your pocket.

Mr. LOWRY. There is nothing in it. [Laughter.]

I do see some little difficulty in establishing a rigid line, but you have for years had a rule that excludes from the post-office matters that pertain to gift enterprises, to lotteries, and to immoral publications.

A man of good judgment can determine whether a paper is a bona fide paper or a bona fide publication when he sees that the matter in that publication is of such an order as would appeal to his judgment.

The VICE-CHAIRMAN. Pardon me a moment, Mr. Lowry. The law does not use the phrase "bona fide publication," I think, but it does speak of "legitimate subscription."

Mr. LOWRY. Yes, sir.

The VICE-CHAIRMAN. What would you understand was meant by a legitimate subscriber?

Mr. LOWRY. A legitimate subscriber, sir, is one who takes the paper and pays for it, either through a principal or through an agent.

The VICE-CHAIRMAN. Then would you suggest, in the enforcement of that statute, that the Government should purge the subscription list of all publications?

Mr. LOWRY. The Government would find an endless task in doing that, but the publisher could make a sworn statement, under oath, that would relieve both the Government and the publishers of considerable labor and perplexity.

The VICE-CHAIRMAN. How long a period would you consider a proper one within which to regard this subscription as alive and not dead? How could the publisher make a sworn statement as to the subscriber's intention to pay?

Mr. LOWRY. When the time for which he pays, or obligates himself to pay, has expired. That is very simple.

I thank you, gentlemen. I have detained you a little longer than I intended.

The VICE-CHAIRMAN. Is there any other representative of the Inland Daily Press Association present?

Mr. LOWRY. Mr. Adler, of Davenport, Iowa.

Mr. ADLER. I have nothing further to add, Mr. Chairman.

The VICE-CHAIRMAN. I believe that comprises all of the representatives of your association.

The Educational Press Association, I understand, is represented by Mr. MacDonald, its president. Is he present? Is there any representative present of the Educational Press Association?

Is Mr. Blackburn, the president of the Kansas Editorial Association, present? Both of these organizations were given place on the programme, and their representatives, I understood, were to attend.

The next association on the programme is the Periodical Publishers' Association of America. Is that association represented here this morning?

Mr. GLASGOW. I am counsel for that association.

**STATEMENT OF WILLIAM A. GLASGOW, JR., REPRESENTING THE PERIODICAL PUBLISHERS' ASSOCIATION.**

I will say for that association that the subject which this Commission has presented to the different classes of publishers has had the consideration of that association, so far as they have been enabled, by diligent effort, to take it up, up to the present time.

That association proposes, so far as is consonant with business safety, to use its honest efforts in assisting any bona fide attempt to better conditions, as far as the publication business is concerned or as far as the necessities of the Government may require.

They had hoped at this session of the Commission that those charged with the execution of the laws as they now stand would have been enabled, from their vast experience, to come with an affirmative suggestion to this Commission, following the elaborate presentation of the difficulties which are encountered in administering the law, so that the people who are vitally interested from a business point of view might have been able to take the matter up and either approve or offer suggestions from a practical knowledge of their end of the subject for the consideration of this Commission.

They have listened at this hearing with great interest to the representatives of the executive branch of the Government; but outside of the one suggestion of a 4-cent flat rate on all printed matter they have found no suggestion which would help them in coming to a conclusion which might be of any use, and therefore they have been thrown on their own resources.

There are several things, Mr. Chairman, which have occurred to us in connection with this up to the present time. I have listened with a great deal of interest to the questions about "definition" of what is a magazine or periodical or publication published for the dissemination of information of a public character, or devoted to literature, the sciences, arts, or some special industry, and having a legitimate list of subscribers—"that nothing herein contained shall be so construed as to admit to the second class publications designed primarily

for advertising purposes, or for free circulation, or for circulation at nominal rates.

From my observation of the difficulties encountered when questions were asked as to a proper definition of a magazine circulating at nominal rates, or a magazine with a legitimate list of subscribers, I not only recognize the difficulty of this Commission in ever drafting a statute which will cover the definition of those words; but, in my opinion, it is utterly impossible to ever do so. It is just as impossible for this Commission to undertake, by a hard and fast enactment of a statute, to determine in every case what is a circulation at a nominal rate or what magazine is designed primarily for advertising purposes as it is to determine what is due process of law as defined in the Constitution.

The Constitution provides that no man's property shall be taken without due process of law, liberally speaking. The courts of the United States have been determining what is due process of law since the time of Chief Justice Marshall, and what conclusion have they come to? They have come to the conclusion that they will not undertake, because it is an impossibility, to determine what is due process of law in any case which may arise. But the Supreme Court says—and I can give you the citation—that it will wait for each specific case which arises and determine under the particular facts of that case what is due process of law; and it is the only safe position for the court ever to take.

Another illustration is the Hepburn bill, following the act of March 4, 1887, providing that railroads shall not charge unreasonable rates. What is a reasonable rate? It is just as intelligent a question to ask you as to ask, "How long is a piece of string?" What is a reasonable rate? How are you going to define that? It is as utterly impossible, in my view of it, and I submit it, of course, with deference to you gentlemen, to devise or make a hard and fast statute defining what is an unreasonable rate, as it is to say what is a nominal rate of subscription or what is a publication designed primarily for advertising purposes.

Now, I have used that, Mr. Chairman, as an illustration to bring me down to this point. The men who made these enactments of 1879 and of 1885 were not foolish. The men who made this statute, broad in its conception and elastic in its execution, did not do so without just as much thought as this Commission, with the valuable aid that has been brought here to them, are going to give to this matter, and they saw the utter impossibility of fixing, by statutory enactment, a definition of what constituted a legitimate list of subscribers, and what constituted a circulation at nominal rates. So they left that in the statute as it is. But Congress, who passed that enactment, knew that that had to be construed by somebody in each particular case as it arose.

Now, without criticism of the Post-Office Department, for whose troubles I have the greatest consideration and for whose courtesy I have great gratitude, I went down to the Post-Office Department and asked them what were the constructions placed upon that by the Department which was called upon to execute it. I asked them if they had not some compilation of decisions by the executive called upon to carry into execution this provision. They told me they were embraced in circulars and letters scattered all over the Department;

but there was no compilation of it, and the conclusion I reached was that they did not know any more about the real construction that had been put upon that than I did, except in certain specific cases, which I will refer to hereafter, and I did not know anything.

Now, Mr. Chairman, the scheme of that enactment, or rather the thought in that enactment was to bring about the situation which the Third Assistant Postmaster-General has undertaken to bring about in that Department. You are not, as I understand it, considering how to get rid of the publications which go out to enlighten the community. I do not understand there is any desire to interfere with the freedom of the press, or the enlightenment of the people; but it is how to cure the abuses that have arisen under this enactment.

The Third Assistant Postmaster-General, in the few years he has been here, according to his idea, has taken up four or five different things: First, the book abuse. Second, the news-agent return abuse, as I understand it. Third, the abuse of the sample copy privilege. Fourth, the abuse of the incorporations or institutions of learning privilege. Fifth, the abuse of the privilege of publications designed for advertising purposes; and as I understand from his report, he has been very successful in this effort of reform, and has only stopped because this Commission has been appointed, and he wants to see what will be the outcome of it.

Now, I see in contemplation that enactment. I do not care what is said by the Third Assistant Postmaster-General, or whoever it may be. Congress intended to pass an elastic law. Congress intended to pass a statute the phraseology of which should not be further determined, and they intended that there should be some consecutive, intelligent construction of that act, subject to the revision by the courts where rights were interfered with.

Mr. Chairman, I want to suggest to this Commission, with great diffidence, that the talk about this statute being so bad is not, in my judgment, justified, nor the talk about this being an impossible statute to execute, and the bringing in here tons of stuff which the Third Assistant Postmaster-General, who sits here on my right, will tell you that he could have taken up and disposed of and entered an intelligent judgment upon. If he does not do it right, give to the people who are interested the proper protection of the courts, and that is all we are entitled to in this country, and all any property interests are entitled to—a proper protection of the courts or a review by the courts.

Mr. ATKINSON. May I ask a question?

The VICE-CHAIRMAN. Certainly.

Mr. ATKINSON. Where does the court assemble that tries these cases?

Mr. GLASGOW. That is a matter——

Mr. ATKINSON. Where does it actually assemble?

Mr. GLASGOW. The courts that, so far as I know, have passed upon it assemble in the District of Columbia.

Mr. ATKINSON. Is that just to people who live in California?

Mr. GLASGOW. I am not discussing the justice of the present provision. I am suggesting to this Commission a proper court review of construction. If it is not just to put it in the District of Columbia put it somewhere else; but there can be enacted a fair court review.

I say you put the burden of it too much on the Third Assistant Postmaster-General, if you say so. Mr. Chairman, I think it is worthy of the consideration of this Commission, whether it would not be wise that a permanent commission should be appointed to take up the very subjects of reform which the Postmaster-General has forecasted and suggested, and that a permanent commission be created the purpose of which would be to relieve the Postmaster-General from deciding these questions, and leave to him the executive work of carrying out those decisions subject to review.

I believe the Post-Office Department would feel that under a properly constituted commission of that kind to enforce this law—because according to the reports of the Department it has never been enforced—the difficulties which lie over there on the table would be properly settled.

I think it is worth the consideration of this Commission, the question of the appointment of a permanent commission, that does not go in and out with the incoming and outgoing Administration, but the members of which serve consecutively from year to year, where questions that are raised under this enactment can be decided with a proper and fair court review, when a man's property interests are not, as he contemplates, fairly protected.

Take the question of constitution making. You attempt to make a State constitution, and you put into it detailed definitions, and you will find it is a bad system of making a constitution. Why? Because if you get in any constitutional provision a definition which does not adjust itself to conditions which may arise, and in which there is no elasticity, you have got to wait several years at least before you can relieve the people from the provision that is hard and fast of that character. And I say that, in my judgment, which I submit with diffidence, it would be not only impossible but very unfortunate to try to put into this act, or any act which you may submit, a hard and fast definition without elasticity as to what constitutes a nominal rate of charge and what constitutes the other provisions of this act.

It certainly commends itself to my judgment, and it is all that can be asked by any man who is a publisher and who lives under the protection of his property given by the courts; and if you had a permanent board or commission who, under the advices handed over to them by the Department—the executive officers to enforce whatever they adopt—would adjudicate the questions which may arise here, that seems to me the only practical solution of the difficulty; because I can not see how it is possible at all for any man to ever write a definition covering the question of whether a magazine or periodical or newspaper is designed primarily for advertising purposes when he does not know the circumstances which surround the particular case.

I think that, Mr. Chairman, is worthy of consideration.

The VICE-CHAIRMAN. May I ask you, Mr. Glasgow, whether you care to extend that suggestion to the point of making provision for a court review? How would you recommend that review by the court? With the suggestion of a commission to pass upon these problems you have submitted here with some elaboration and intimation of a review of the ruling of that commission by the court, do you care to suggest how the review could be made?

Mr. GLASGOW. Mr. Chairman, in getting at the right conclusion in this matter, I am going to ask this Commission, with the greatest hesitation, to give us another opportunity of presenting the consensus of thought among the people who are engaged in this work. The suggestions which have occurred to me are entirely what have been brought out during the hearing that is taking place here. They are incomplete and hardly worthy of presenting to you, but we hope to get them into such shape that they may be of some practical value to the Commission.

As to the detail of working out the court review, to be perfectly frank, I say to you that I am unable at this time to suggest what would be the proper course to pursue.

The VICE-CHAIRMAN. To be more pointed in my inquiry, I wondered whether you had in mind an appeal directly from the decisions of such a commission to a court in the District of Columbia, that being the home of the commission, or an appeal from that act to a court nearer the residence of the publisher affected?

Mr. GLASGOW. I think the fairest thing would be, of course, to have that appeal in the jurisdiction where the publisher lives or where the publication is made.

The VICE-CHAIRMAN. I wondered whether you cared to extend your suggestion of a commission to a detailed suggestion of the court review; but I understand from you that you do not.

Mr. GLASGOW. I hope to be able to do so.

The VICE-CHAIRMAN. There was at one time, was there not, Mr. Glasgow, a proposition considered to a more or less extent for just such a commission?

Mr. GLASGOW. I think so.

The VICE-CHAIRMAN. Do you recall the debates upon that?

Mr. GLASGOW. I do not. I never heard of it myself until I heard of it, as I say, during this hearing. I was not aware of it; I had not heard of it; but I expect, with the aid of men who know something about the practical end of it, to be able to elaborate that line and offer something which I do not say the Commission will adopt, but which may be worth their consideration.

Senator CARTER. What publications are embraced within the association you represent?

Mr. GLASGOW. I suppose there are probably from forty to fifty.

Senator CARTER. Will you furnish a list to the stenographer?

Mr. GLASGOW. Yes; I will. I do not see any reason why I should not.

Senator CARTER. Are you prepared now to proceed to a discussion of the questions presented on the matter of postage?

Mr. GLASGOW. I just wanted to say one or two things on that, if the Chairman will permit. You gentlemen who have had vast and wide experience in matters of this kind, much wider than I have had, know the difficulty of a hearing taking place, and getting suggestions from 15 or 20 or 30 people at a time, and getting everything that is concrete and desirable to present. This is the position we are in now.

I want to refer, first, and I will come to the other, to this question of a deficit. There has been a great deal of talk about it.

Senator CARTER. Permit me to interpose, if you will.

Mr. GLASGOW. Certainly.



Senator CARTER. The view which is, I think, entertained by the members of the Commission is that the Commission is not charged with inquiry into a deficit; that in so far as the duty of the Commission under the law extends, the inquiry would be the same as though a surplus of very large proportions existed.

We are charged with the ascertainment of the cost of doing a certain line of work for the publishers of the country. Incidentally connected with that seems to be the question of abuses which, if continued, aggravate a situation by increasing a loss, but not in any sense diminishing the loss, upon the legitimate thing that goes through the mails.

Mr. GLASGOW. Exactly.

Senator CARTER. I wish to make an observation at this time for the benefit of all the gentlemen representing these very large and strong associations.

Unhappily, I think, the investigations of the Department have not been sufficiently accurate or extensive to advise the Commission of the actual cost of the performance of this service. The figures available in the Post-Office Department for the officials of that Department are public records; and I confess to some degree of disappointment in the failure of the representatives of the publishers to furnish us any analysis indicative of their view as to the cost, regardless of what the Post-Office Department itself has to say about it.

Mr. GLASGOW. Senator, I have had two men at work since the gentlemen I represent got notification, trying to get information which would be of some value, as I thought, in presenting this matter. Part of it has come to me since I came here. There are other lines of inquiry along the line you are now suggesting which the information I have already gotten invites us to look up, and I am as equally dissatisfied about the situation as you are.

I am glad to note your observations about the apparent deficit. I do not think that has anything on earth to do with the questions which the Commission is considering to-day.

Senator CARTER. On that we agree.

The VICE-CHAIRMAN. On the first day's session I made the statement that that had no relevancy to this inquiry, because it was immaterial whether there was or was not a deficit.

Mr. GLASGOW. Certainly; and if, as a whole, the Post-Office Department is within reasonable bounds of deficit, it is not necessary for the Government to take up the question of what particular branch is a loss and what particular branch is a profit. The question here is not to make the legitimate publications pay more, but to correct abuses which are going to hamper in the future the mails of the United States. That is what I understood to be the question.

The VICE-CHAIRMAN. Irrespective of the question of whether, as a whole, the Department reports show a loss or a gain, would it not be fairness to all to inquire if some particular service were not charged with a greater proportion of its share of the cost than another service?

Mr. GLASGOW. Provided it is an abuse.

The VICE-CHAIRMAN. Exactly so; and even though the result might in itself be satisfactory would it not be a fair investigation to ascertain if we found one service paying far less than its cost of the

service in proportion to the service rendered while another was paying more than its proportion, and therefore seek by a change of statute to equalize?

Mr. GLASGOW. Undoubtedly; and it all comes back to the main question, whether there is an abuse.

The VICE-CHAIRMAN. I am asking you now, irrespective of the element of abuse. Suppose there is no abuse at all. Suppose there was a perfect system, and that every service was given its full share of attention, but that one service was charged with a greater proportion of the cost than another portion was charged with; ought there not to be an equalization between them along fair lines?

Mr. GLASGOW. I think, Mr. Chairman, right there is where the Commission ought to hesitate a long time upon reversing the policy which has existed up to this present time.

The VICE-CHAIRMAN. The Commission will not be precipitous.

Mr. GLASGOW. It does not seem to have been in a hurry, as it has been sitting around here since Monday morning; but what I mean is—and along that line I want to speak for just a moment—that the policy of the Government as fixed up to this present time, and around which post-office interests have been adjusted, is that there are certain other compensatory returns for a lower rate on certain classes than on others. All of these things ought to be taken into consideration.

Senator CARTER. Mr. Glasgow, as you well realize, this Commission will be called upon to defend any position it may, after due deliberation in the light of all that has been or may be said, determine to take. We should be in a position, I think, with the information presented or obtainable, to say the publishers contend, in the light of the Government's figures, that the actual cost of transportation and handling of second-class mail matter is not in excess of 1 cent per pound or that the publishers admit that the cost is in excess of 1 cent per pound. Now, coming here for the publishers, you neither assert the one nor maintain the other position.

Mr. GLASGOW. Senator, let me tell you I am having information gotten up, as far as I can, to meet that situation. For instance—

Senator CARTER. Just a moment—

Mr. GLASGOW. If you will let me illustrate, I will answer that question.

Senator CARTER. Very well.

Mr. GLASGOW. For instance, we are having information gotten up as to the amount paid for second-class postage. We are having, as far as we can, figured out what amount of first-class mail that second-class matter creates. When you get that, and take the two together, and draw up some method of figuring it out to ascertain what is the profit made by the Government on the first class, and if there is a loss on the second class, you are then in a position to give to the Commission some kind of information upon what is the result of an enterprise of that character.

Senator CARTER. Well, we are glad to have that in prospect.

Mr. GLASGOW. I have not got it.

Senator CARTER. I understand.

Mr. GLASGOW. But I have got part of the figures.

Senator CARTER. I think it must be obvious to gentlemen representing these great business interests that upon a subject which has

been discussed for nearly twenty years and which has been the subject of controversy of an acute nature for the last seven or eight years, it will not suffice for this Commission to return to Congress with immature conclusions or with glittering generalities.

Mr. GLASGOW. I understand that.

Senator CARTER. We desire the mathematics of this situation developed as far as it is possible to develop them, and we would like to have in figures the views of the publishers concerning the cost of doing this service; then the question of public policy as justifying the sustaining of a loss comes in for consideration.

Mr. GLASGOW. Exactly. I want to say to you, Senator, that is just the reason that up to this time the distinguished gentlemen who were appointed to represent the periodical association have not appeared. That is just the reason they have not been talking, because they have not been in a position to give you the concrete information you are seeking, and the only thing, in my judgment, that will be of any value to you.

Senator CARTER. I think you are correct about that.

Mr. GLASGOW. It is an honest effort to get it, I want to say, because they think it will be the only thing of value to them before this Commission.

Representative MOON. You say you are getting up information as to the cost of carriage and handling of the mails?

Mr. GLASGOW. I am getting up information on every branch of this subject that may come up, if you please, Judge Moon. I am going to try, as far as the publishers can, to give to this Commission definite information to enable them to come to a conclusion; but what I want to develop hereafter, the line of thought I suggested in the beginning, is the utter impossibility of ever putting a definition into this statute which will be self-executing, which will be automatic, and which you will not need any Third Assistant Postmaster-General or any commission to define.

Senator CARTER. Or to construe?

Mr. GLASGOW. Or to construe. You can not do it, according to my judgment.

Now, on the question of raise of prices of postage we will have some views to submit. I am getting some information. One firm, a member of this association, that I know of paid last year to the post-office on second-class matter \$200,000. You talk about raising that a cent or half a cent, and that must be apparent. I am trying to get the information which you have been trying to bring out, how far it would affect institutions of that kind.

Senator CARTER. We would like to have that \$200,000 man bring us figures showing the average haul of the subject-matter he deposited in the mails. The number of pounds we can easily determine by the amount he paid, paying by the pound, at 1 cent a pound; and we can determine, not in a speculative way, but with approximate mathematical accuracy, whether we are losing on his business or getting a profit.

Mr. GLASGOW. Suppose you add to that, as far as he can get it for you, the returns from the first class which were brought about directly by that.

Senator CARTER. Unquestionably that is a factor to be considered.

Mr. GLASGOW. And then after that, if you care to have any question of loss there, what may have been gained on the other. It gives you something to go upon which is of some use.

Representative MOON. Is not that to some extent speculative?

Mr. GLASGOW. It is bound to be, to some extent. Therefore we can only give you matters of that kind as far as we can.

Now, Mr. Chairman, I want to ask the Commission if it is possible to offer an opportunity, at such time and place as the Commission may think proper, at any time or anywhere, so that the representatives of this organization may have a little further time in which to consider the propositions which are here for the practical determination of this Commission. I am in no position myself, and I do not think the others are at present, to present our views. There are a great many interests who have to be consulted to get their views of what suggestions should be made, their views as to how it will affect the business of all of them, and see if we can get on some ground where we can justify by definite information a suggestion to the Commission that is worth something.

The VICE-CHAIRMAN. Do I understand, Mr. Glasgow, that your associates, representing the Periodical Publishers' Association of America, are not prepared now to go on?

Mr. GLASGOW. They are not prepared to go on. They are not here now.

Mr. ATKINSON. I believe I was selected to appear, and I am ready to appear.

Mr. GLASGOW. I have no objections to anybody who is ready and who represents any association going on. I am only speaking of myself and the other two who are not here.

The VICE-CHAIRMAN. I want to state, Mr. Glasgow, in this connection, not only to you, but for the information of all others, that this Commission has not come to New York with any case against anybody, nor has it come with any plan of its own. It is simply seeking in as full and fair a method as possible, consistent with time and opportunity, to elicit and welcome information and suggestions from anybody. For that reason, notice was issued publicly, within less than twelve hours after the Commission's appointment, for national organizations, through their properly accredited representatives, to prepare to submit suggestions or criticisms or any matter that they saw fit, and so far as the Commission is concerned it has kept an absolutely free mind, without prejudice upon any matter or any phase of the subject. That freedom of opinion is as strong now as it was at the start.

Mr. GLASGOW. I understand that, Mr. Chairman.

The VICE-CHAIRMAN. It has not foreclosed upon anybody in the way of suggestions and has afforded to anybody who might be present an absolutely open opportunity for questioning persons appearing. Hence it is going to be very difficult, almost as difficult as to answer your question in reference to making a definition, to determine as to the time and extent of affording further opportunities to be heard.

Mr. GLASGOW. When we get the thing prepared to present it, it will not take very much time, and if this Commission at one hearing can get all the information on this subject that they want it would be almost phenomenal.

The VICE-CHAIRMAN. You have mentioned the subject of the rate of postage and cost of transportation and handling. There are other features to this inquiry as well as those two. For example, publishers now have full privilege to utilize freight and express, which the Government has not under the law.

Mr. GLASGOW. There is the question of advertising, too.

The VICE-CHAIRMAN. Yes; there are many features.

Mr. GLASGOW. I thought this, Mr. Chairman, and I suggested it in a conversation I had with the representative of the Department. I thought the best people on earth to whom to suggest a remedy for consideration, if you want to put it as a tentative remedy for the difficulties as a basis upon which to work, either to discard or modify or amend, were those charged with the administration of the Post-Office Department, and I had hoped that there would be some suggestion to take up; but I know the difficulty they have. It is the same difficulty I have, except I have it a heap worse than they do.

The VICE-CHAIRMAN. The representatives of the Post-Office Department are simply invited to appear here under the authority of this Commission, the same as the publishers' associations, and we have not asked them to give anything more than we have asked the others.

Mr. GLASGOW. But, as I understood—I may be mistaken—this Commission was the suggestion of the Department.

The VICE-CHAIRMAN. I want to modify that on one point. We did ask them to lay before us the difficulties of the operation of the law, which we did not ask the publishers.

Mr. GLASGOW. I am not quarreling with anybody about anything presented, but I am trying to show to the Commission the difficulties we have in working out a suggestion for solution.

Senator CARTER. I suggest, Mr. Chairman, in order to simplify this matter, that we proceed at the present time with the hearing, leaving for consideration at a later hour the question of continuance as to those now present, together with the specification of the subject upon which future information would be sought at the hearing to be fixed at some future date.

I confess that I would very much like to have the Post-Office Department accorded time to make an accurate, careful computation under data at hand of the cost of carrying second-class mail matter. I would also be glad to have the publishers, who are charged with being the beneficiaries of a subsidy, demonstrate as best they may from the public records their view of the cost, and likewise the compensation, in a mathematical way.

In general phrase we know, without much elaboration, what the original intent of Congress was in attempting through this medium to diffuse knowledge among the people. We all know of the incalculable benefit given to the public by the daily, weekly, and monthly publications. These are subjects that are past debate. A most interesting session could be held with the Post-Office Department presenting one set of figures and the publishers another set of figures, to the end that they might have it out in the presence of the Commission as to what factors were legitimately entering into the cost and what the actual cost was of doing the work.

Mr. GLASGOW. It has been utterly impossible, from our point of view, to do that at the present time.

The VICE-CHAIRMAN. Within the time given you?

Mr. GLASGOW. Yes, sir; everybody recognizes certain limitations upon people, especially in the summer time, but on that question of subsidy, Senator, I want to make this suggestion: There has been a lot of talk about a subsidy, etc. As I understand it, the whole system, under the statutes up to 1885, was that the subscriber paid the postage. The publisher paid nothing. In 1885 the postage was reduced.

The SECRETARY. Change that to 1874. The subscriber ceased to pay in 1874.

Mr. GLASGOW. 1874 or 1885, whenever it was. My notes are at variance with that, but my figures may not be right. Whenever it was, when pound postage was inaugurated and reduced to 1 cent, the publisher assumed the 1 cent, and let the subscriber off. The publisher had never paid anything prior to that time, and by agreeing to pay 1 cent they say he was given a subsidy. That seems to me to be a most remarkable statement.

Senator CARTER. I assumed my use of the term was understood.

The VICE-CHAIRMAN. The Senator said "alleged subsidy."

Mr. GLASGOW. I understood him, but I wanted it correct in the record.

Senator CARTER. It may be possible to demonstrate, I take it, emphatically, that no subsidy—not using that word in an offensive way at all—results to the publisher. The publisher pays for the service he receives. It may be that the amount received from second-class matter is inadequate to pay for its handling and transportation. Then we are left to take into account other considerations.

Mr. GLASGOW. Certainly.

Representative MOON. Suppose it turns out that the publisher is paying one price and the Government is paying four or five times as much for the carriage of mail matter for the publisher. What would you call that, a subsidy, gratuity, or what?

Mr. GLASGOW. I would not; as soon as the publisher agrees to pay something, you say he is getting a subsidy. When he was not paying anything and the subscriber was paying it all, it was all right.

Representative MOON. As a matter of fact, you understand the public is doing the paying anyhow.

Mr. GLASGOW. Exactly.

Representative MOON. The publisher is not paying anything, but he is getting the benefit of it, and the public may in some way be getting the benefit, too, but I do not know what you are going to call it.

Mr. GLASGOW. I just wanted to call attention to that because there has been so much talk about it.

The VICE-CHAIRMAN. Do I understand you make the request now for a further hearing, and you do not care to be interrupted on any points at this time?

Mr. GLASGOW. I do not think I can be of very much use to you. I do not object, however, to being asked questions.

The VICE-CHAIRMAN. But if the Commission grants a further hearing to your associates, you prefer not to be heard now, upon any feature of it?

Mr. GLASGOW. I would be better prepared to give the Commission information later.

The VICE-CHAIRMAN. I suggest, then, that the Commission proceed, at least for the day, with the arrangements that have been made, and that the members of other associations, if there are any present with arguments to present, may have an opportunity to be heard, and the Commission will determine this other matter at a later session.

We will now stand in recess until 3 o'clock.

The Commission (at 2.25 o'clock p. m.) took a recess until 3 o'clock p. m.

AFTER RECESS.

The recess having expired, the Commission resumed its session.

The VICE-CHAIRMAN. The Commission will proceed with its programme.

**STATEMENT OF HERBERT NOBLE, REPRESENTING THE PERIODICAL PUBLISHERS' ASSOCIATION OF AMERICA.**

Mr. NOBLE. Before you start in with your programme, may I add one word to what Mr. Glasgow was saying to you this morning on the question of a future hearing? My clients circulate about 2,000,000 copies of periodicals a month. We have been trying to get at just the sort of information which Mr. Overstreet and Senator Carter were talking about. We have been trying to find out how much it costs, how far the magazines are hauled, and in what quantities they are hauled to different points. That is no easy matter to classify. We have been working at it steadily for the last four weeks, and while we have gotten together a certain amount of matter from which we can draw some inferences, it is not enough to undergo any kind of rigid examination from this Commission, such as we should like to be able to undergo to substantiate our position.

The VICE-CHAIRMAN. Did you know that the Government is gathering those statistics officially?

Mr. NOBLE. Yes; but they have not been available to us at all and we are preparing them.

The VICE-CHAIRMAN. For the purpose of disputing the figures of the Government?

Mr. NOBLE. Not at all; but for the purpose of aiding this Commission. Our purpose is to get accurate information for this Commission, for its consideration, pertinent to the whole inquiry, particularly as to periodicals, and we believe we can get that information ready in the course of a few weeks in such form that it will contain some suggestions.

The VICE-CHAIRMAN. Are you now asking a postponement to a point when you and your associates may be heard?

Mr. NOBLE. Yes; in line with the suggestion that Mr. Glasgow was making.

The VICE-CHAIRMAN. And then supposing, upon request of some persons, postponement is made and at the postponed session somebody else makes a request for a postponement, we ought to be equally courteous on that occasion.

Mr. NOBLE. I suppose the limit would have to be reached at some time.

The VICE-CHAIRMAN. It would mean no disrespect to any requests, but would simply leave the request unacted upon, if the Commission should hereafter determine upon its own account to postpone for specific purposes, which might be mentioned. The Commission has not yet taken up that subject.

Mr. NOBLE. I do not desire to prolong what I am saying, other than to say this: That the publishers of the magazines which I represent are most anxious to have the Commission know that they are desirous to present views, which, owing to the fact that the Government has never compiled the statistics, can not be presented at this time. Those statistics are being compiled, and if the Commission sees fit to hear us at a future time we will be glad to present them.

Senator CARTER. Mr. Noble, as representing publications with a circulation of 2,000,000 copies or thereabouts, do you feel, from the investigations you have made, that we can with fair accuracy determine the length of haul and the cost to the Government of hauling and distributing publications?

Mr. NOBLE. Yes; we think we can. For example, I might say one thing, Senator: We got some reports this morning from the Post-Office Department, from which we can show you that the Department is in error in suggesting that it costs 5 cents a pound to haul second-class matter. Now, these reports must be analyzed, and I am speaking tentatively; but, for example, between 1901 and the present date, if I remember the figures correctly, there was an increase in the amount of second-class matter, as I recall the figures, of about 300,000,000 pounds, whereas the cost was only \$6,000,000. Now, if the analysis which I think those figures will sustain comes out, it shows clearly that the cost could not have been in excess of 2 cents a pound. It is for the purpose of analyzing those figures, which we have been trying to get, that we want to have an opportunity to present them at a future time.

Senator CARTER. This Commission, as I understand it, would be very glad to have the views of the publishers as to the cost of handling second-class mail matter.

Mr. NOBLE. And that is what we are trying to get; and there is another thing which we can get at with approximate fairness, which is, how much it costs, outside of the hauling, to handle second-class mail matter and distribute it in the cities and States where it goes.

Senator CARTER. In the city and in the country also?

Mr. NOBLE. And in the country also. It is barely possible to get at the number of men employed.

Senator CARTER. Can you show the proportion of your publications distributed along star routes?

Mr. NOBLE. Yes.

Senator CARTER. And the proportion delivered by rural free delivery?

Mr. NOBLE. I can not answer that question whether we can or not. I assume that we can. I do not know. I have not gone into that.

Senator CARTER. By city delivery?

Mr. NOBLE. By city delivery fairly well; yes.

Senator CARTER. I think information on that subject is of much importance.

Representative MOON. I think so.

Mr. NOBLE. I think we can.



Senator CARTER. We would like to be informed of the volume of matter transported in bags without handling.

Mr. NOBLE. That is, fully made up?

Senator CARTER. Fully made up, without the intervention of any agent of the Post-Office Department from the time it leaves your establishment until it reaches the car, and from the time it reaches its destination until it is distributed to the subscribers.

Mr. NOBLE. Yes.

Senator CARTER. The extent to which you distribute without the intervention of a postal delivery agent or postmaster, if through news agencies?

Mr. NOBLE. Yes.

Senator CARTER. I think it important to analyze as far as practicable the history of a piece of mail from the press to the reader.

Mr. NOBLE. Yes. In the brief that I have been trying to get ready, but which I confess I have not been able to get ready, I have been going at it on just those lines to see if I could get anything like accurate data upon which you could base some conclusion.

Senator CARTER. Are you in communication with the Post-Office Department officials in connection with the basis upon which ultimate results are to be reached in a mathematical way?

Mr. NOBLE. Yes, we have been at them for a month, trying to get certain data.

Senator CARTER. Do you consult with them as to the factors entering into cost of transportation and delivery?

Mr. NOBLE. We have not actually done that, because our publishing house is pretty familiar with that. Before we get through, I have no doubt we could do that, so as to make our information somewhat more accurate.

Senator CARTER. This Commission, as I understand it, would be very glad to have the publishers and the Post-Office Department agree upon factors of cost as far as practicable.

Mr. NOBLE. Yes.

Senator CARTER. And to submit to the Commission only those points that are in disagreement.

Mr. NOBLE. Yes.

Senator CARTER. As to the charge which may properly be made against second-class matter.

Mr. NOBLE. I will be very glad to take that suggestion and see what I can do.

The VICE-CHAIRMAN. Is this inquiry which you are pursuing directed to all classes of second-class matter, or to some particular classes?

Mr. NOBLE. Primarily periodicals.

The VICE-CHAIRMAN. You mean monthly periodicals?

Mr. NOBLE. Monthly periodicals.

The VICE-CHAIRMAN. They are all periodicals, in a certain sense.

Mr. NOBLE. I mean monthly periodicals.

Senator CARTER. The Commission desires to be advised as to the average length of haul of the daily papers, the weekly papers, and the monthly magazines: also as to the cost of handling and the measure of weight.

Mr. NOBLE. By handling do you mean transportation as well?

Senator CARTER. Transportation as well as distribution.

The VICE-CHAIRMAN. Collection, transportation, and distribution.

Senator CARTER. Collection, transportation, and distribution. If the representatives of the monthlies, dailies, and weeklies will furnish us their views as to the cost, from a purely mathematical standpoint, of collection, transportation, and distribution the information will be of great value. Will that be done?

Mr. NOBLE. I will certainly try to do so.

Mr. ADLER. May I make a remark? I do not see how the smaller inland daily could arrive at any information of that character as regards cost which would be of any use to your Commission. As far as the smaller dailies, in towns of from 5,000 to 50,000 population, are concerned I do not think that the added cost of the distribution of those dailies, which circulate to a great extent within a radius of 150 to 200 miles of the place of publication, amounts to anything as compared to what the cost of the service is without the distribution of those dailies. For instance, you have a mail car and a mail clerk. The sacks are sent to the car from the newspaper office; they are properly labeled where they are to go. All the clerk has to do, in a great many instances—in practically all of the instances—is to throw that sack off with his regular mail sacks when he reaches that station.

Senator CARTER. You seem to fall into the error which we find to be of considerable moment. A train is going in a given direction. An additional passenger gets on board. It costs no more to carry that other passenger than to carry those already on board; and it is thus argued that the free passenger costs nothing. Can you not, by figuring the radius of your daily circulation and the relation of your tonnage, or weight, to the average bulk of the mail, determine about what the cost of carrying your particular contribution to that weight may be?

Mr. ADLER. If there was some way of arriving at the bulk of the weight. You deliver your papers to a postal car as it stops at your station. I do not see how it would be possible to get at the amount of mail matter on that car. I do not see how it would be possible for us to say how great a per cent ours added to the total cost. We have no means of knowing how much mail matter was on that car when we put our papers on, or how far it had to go, or anything about it.

Senator CARTER. Is not the average tonnage per mile determinable upon every railroad in the country?

Mr. ADLER. I do not know.

Senator CARTER. I think it is.

Mr. NOBLE. I should think he could get the ton-per-mile weight without any trouble.

Senator CARTER. If the ton-per-mile weight is available, could you then determine the cost for carrying your contribution to that tonnage?

Mr. ADLER. If you had the information as to the salary of the postal employees on that car.

Senator CARTER. We have nothing to do with that now.

Mr. ADLER. That would enter into the cost, would it not? Would not that be a portion of the cost, the wages of employees, how far they went, and how much mail they handled?

Senator CARTER. We are dealing with the weight of your contribution to the volume of matter carried in the car. Having determined

the weight, you may then, of course, by determining the factors that enter into the expense, such as transportation and payment of mail messengers, reach a fairly just conclusion as to about what it costs to carry your part.

Mr. ADLER. I presume, as the gentleman says, that that information as to the amount of mail carried per ton per mile could be ascertained; but I do not see how even then it would be possible to give you any sort of an accurate estimate as to what ours cost, because it would be so infinitesimal.

Senator CARTER. It is assumed that estimates would vary, but the average of the estimates would reach approximate accuracy, we believe. It is the desire of the Commission to reach, as nearly as may be ascertainable, a just conclusion as to cost in different sections of the country.

Mr. ADLER. May I ask this question in reply: Has the Postal Department any such information? Has it ever been able to get any such information?

Senator CARTER. The Postal Department, as I understand it, is able to state definitely the cost per ton per mile of mail on every railroad in the United States and upon each and every star-route line. I may be in error in that respect, but it seems to me with that data it would be possible to reach a pretty accurate conclusion.

Mr. NOBLE. It can be worked out from the amount paid to the railroad, together with the figures which are published as to the amount carried.

Mr. SHEEHAN. If I may be permitted to say a word, assisting Mr. Noble in this matter, I have given a good deal of study to it, and I have made a great deal of research. So far as the information you want is concerned, it can be supplied with respect to some of the magazines on general averages. That is to say, the total number of copies mailed on subscription to each particular State or section can be averaged. That is, an exact statement can be made of the total numbers that went by mail to each State. From that it would be difficult, however, except in some large cities, to pick out the actual amount that went to a particular city, but we can reach an average that will form the basis of a fair conclusion by giving you the actual number of subscriptions in each city and the number of copies that went to each subscriber, and by picking out a central point, averaging the general cost of getting to that point; in that way you can reach a fair average as to what it costs to carry that particular publication. Now, with respect to some other publications it may not be so easy to do that; but the publications that are not in a position to do that will generally be the little dailies, in the thinly populated sections of the country, where the haul is very short, so that the carriage will be an infinitesimal part of the expense in connection with that; whereas, with the magazines generally, the carriage is probably much the larger portion of the cost.

With respect to the magazines that we represent I might say that as to those that are actually delivered in the city of New York, which are all sent by mail, all of them are fully routed, and go out of here without any expense to the Department for the cost of collection, so to speak, and that the only cost to the Department is the cost for transportation and the cost of delivery. How we could figure out the cost of delivery I do not know. I should think that would be a

matter for the Post-Office Department to figure out. It is easy enough, on general averages, to give you an idea of how many copies go to each particular State, and to average, by taking a central point, the cost of going to that State, for carriage; and then add to it the cost of distribution and you have a fairly accurate statement of the cost of carrying the mail.

Senator CARTER. Aside from the cost in city delivery and free delivery, the distribution in local post-office may be without much trouble ascertained by a fair estimate of the number of pieces of mail matter passed into the boxes of the patrons of the office.

Mr. SHEEHAN. Yes, Senator; but I do not think it would be possible to form any estimate whatever, any accurate estimate, in any event, of the proportionate cost of the rural delivery system. I do not think that would be possible to tell. In large cities there may be a separate count kept of the number of subscriptions. Most of your publications, I think, have a system, similar to the one I have described, whereby they keep an accurate record of the amount of mail that goes into a particular vicinity.

Senator CARTER. You know by States, do you not?

Mr. SHEEHAN. Yes; and we know by routes. We can give it by towns or routes, unquestionably.

Senator CARTER. You can do better than by mere guessing?

Mr. SHEEHAN. Oh, yes; you can get a fairly accurate statement, upon which a fair conclusion can be based, I believe; but it is a very large task, and requires a good deal of time, and we came here supposing that the Government was going to furnish us with this information; and, really, I think it devolves upon the Government to do it; but I have made some inquiries of the Government officials, and they tell me they have no data from which they can figure it out.

The VICE-CHAIRMAN. The Government has been since July 1 last, under a statute passed the last session of Congress, compiling statistics relative to the weight of second-class mail, and the relative proportion of the number of different classifications comprising second-class mail. Under that statute they are seeking to procure reports which, when aggregated, will show the number of pounds of second-class mail, separated by classes; daily newspapers, weekly newspapers, and newspapers other than daily and weekly; scientific, agricultural, religious, and various other characters of periodicals, magazines and miscellaneous, and the average haul of those various classes of second-class mail matter, so far as it can be ascertained from a practical standpoint. Of course, that will not be absolutely accurate information, but inasmuch as it has been estimated from fairly accurate bases that 95 per cent of the total volume of second-class mail is entered at less than 500 post offices, it looks as though there would be a reasonable approximation to the accuracy of that information. Of course, the average haul must be more or less estimated, and the method of ascertaining that is at each of the various post-offices where this weighing has been and is yet in progress, the weights are made separately of these different classifications of second-class matter. The sacks are counted, and the destinations are noted by States, not by offices, and the calculation is made upon a basis of the capital of the State, so that when that computation is made, as it can be made, it will afford at least an approximately reasonable basis for this character of information.

Mr. SHEEHAN. And would you suggest that the calculations we are expected to make would be based upon the capital of the State rather than a central point in it?

The VICE-CHAIRMAN. Since this conversation began I have been wondering whether there would be any necessity for the various publishers or organizations of publishers to seek to obtain the same class of information, if they were all going to the Post-Office Department to secure it, unless there should be some fair reason for attempting to impeach the accuracy of that information. I speak of impeaching it in an honorable sense.

Mr. SHEEHAN. I do not think there would be any attempt made on the part of the publishers to impeach any information given out by the Post-Office Department.

The VICE-CHAIRMAN. I had better say "challenge" rather than "impeach."

Senator CARTER. There might be a dispute as to the factors of cost and the distribution of the items.

Mr. SHEEHAN. There is this that I can say is available to the Government: That is to say, I do not think that they can figure out with reasonable accuracy the amount of mail that goes to each State. They may be able to do it, however. I am not sufficiently familiar with their methods to know whether they can do it or not, but it is open to some publishers to give a definite statement on that point, to classify it in some particular way, and that statement will be accurate, and that will be the basis of some fair conclusion.

The VICE-CHAIRMAN. At all events, the statement of the publishers would be more or less corroborative.

Mr. SHEEHAN. If they have an accurate record, the two ought to coincide exactly.

Mr. COLLINS. I should like to suggest, if we had some accurate information as to the cost of hauling the mail, would that be a conclusive answer to the question? The cost of hauling for the Government may be one thing; the true and reasonable cost, as exemplified by the private enterprise of an express company, may be altogether different. Is the Government paying ten times too much for the haul?

Now, if we could take a particular paper and mark zones on the map of a 50-mile radius, a 100-mile radius, and a 500-mile radius, and pick out the circulation in those different circles and apply that on the basis of the rates for the same identical service, not including distribution, would not that be the safer basis? Then the salaries of the railway clerks and the fuel that goes into the engine on that trip and all that sort of fine hair-splitting calculation would not need to be gone into, and it would be a fairer way to arrive at a conclusion. The express companies have a zone system, and I have been accused of admitting that the zone system would be a practicable system; but I want to go on record here as denying my admission in that regard. I said it would be practicable if it were not contrary to the fundamental basis of the postal regulations now in existence. It would be impracticable, as I understand from the post-office authorities, in view of various practical questions arising therefrom, such as embezzlement by a postmaster and all that sort of thing; but as a basis upon which to compare postal charges, are not the rates voluntarily fixed by a private enterprise like an express company a

better basis than to try to calculate the cost at the rate paid the railroad company, if that rate is exorbitant?

The VICE-CHAIRMAN. Could that be done, unless you fix that per cent upon similarity of service?

Mr. COLLINS. That is my suggestion.

The VICE-CHAIRMAN. And if you dispute the wisdom of placing the mail distribution upon a zone system, why then you can not compare with the express companies.

Mr. COLLINS. I have not necessarily disputed that.

The VICE-CHAIRMAN. I thought you repudiated that.

Mr. COLLINS. I do not want to enter into that question, because it is such a large suggestion and a different one.

The VICE-CHAIRMAN. Is it not rather to be viewed from this standpoint, that while the publishers now have the right to utilize the express companies and the railroad freight for their transportation, that possibly the Government ought to have the equal privilege to avail itself of it to its advantage?

Mr. COLLINS. It certainly should, and it certainly should not pay more than a private company pays. That is just the point I want to make exactly. And if it were possible to make a calculation on express rates, if we based our calculation upon express rates for identically the same service we have a safer basis.

The VICE-CHAIRMAN. At all events a combination of statistics based upon existing law would give us a starting point for some progress somewhere?

Mr. COLLINS. Yes.

The VICE-CHAIRMAN. Whereas, as it is, we seem to be in the open sea without a compass.

Mr. COLLINS. No; provided we have the light-house of the express rate on identically the same service to guide our voyage.

Mr. NOBLE. There is very little difference between the speed with which express matter is delivered and fast freight.

The VICE-CHAIRMAN. Speed is only one factor.

Mr. NOBLE. But I mean to say that there is no practical difficulty in working out the cost of delivery per ton per mile by fast freight all over the country. You can take a periodical, or a series of periodicals, and show exactly what it costs in that particular case. That furnishes a very good basis, it seems to me, for inquiry.

Representative MOON. You are not going into the question of what it is actually costing the Government. Your inquiry is as to what it ought to cost the Government.

Mr. NOBLE. Let them be stated comparatively.

Representative MOON. You can find out what it costs the Government, because the appropriation bills show that.

Mr. NOBLE. Of course.

Representative MOON. But the question is what it ought to cost.

Mr. NOBLE. Yes.

Senator CARTER. Your comparison will involve a consideration of the area to which the express company does not extend its business.

Mr. NOBLE. Exactly.

Senator CARTER. It costs very little to transport a magazine across the street and it costs considerable to send it to Point Barrow, in Alaska.

Mr. NOBLE. Yes.

Senator CARTER. The express company will undertake to deliver across the street, but will not undertake the task of delivering at the extreme point of distance, in Alaska.

Mr. NOBLE. Yes.

Senator CARTER. So that after the competition of the express company has been exhausted, because the radius within which the express company acts has been reached, we still must consider the cost of carrying the mails?

The VICE-CHAIRMAN. I suggest that we proceed with the programme for the afternoon.

Senator CARTER. Before leaving the subject, Mr. Chairman, I think we would make a distinct advance by reaching some conclusion as to the figures to be produced by these associations, if they are to produce figures in the future.

The VICE-CHAIRMAN. I think we had better wait until we have determined the matter among ourselves. I will be very frank in this statement, that while it is always a rule of my conduct, and I think a rule of good conduct, to grant reasonable requests, yet the granting of a request at this stage for a postponement, that request being made by one class of second-class publishers, would establish a precedent that might necessitate repeated additional postponements, requested by other equally reputable publishers. The Commission may determine on its own account that it desires other hearings; and if it does, there is no necessity to act upon the request of specific individuals. I think that is fair to all, fair to the Commission and in the interest of systematic pursuance of the inquiry. I suggest that we wait until the Commission have had opportunity, among themselves, without taking the time of those who are here now, to determine whether, on its own account, it desires a postponement for further inquiry. If so, and that affords opportunity to these other gentlemen, why, all interests are conserved.

Mr. GLASGOW. The only reason I made the suggestion, Mr. Chairman, was that I supposed the Commission would want any practical suggestion that could be made from the end of the line which I represent.

The VICE-CHAIRMAN. The Commission is a little bit in the position of the colored preacher who was lost in the storm, who prayed for more light and less thunder. We are interested now in light.

Mr. NOBLE. It is because we want to present a little more light and a little less thunder that we are asking an adjournment.

Mr. GLASGOW. I thought I had made myself clear.

The VICE-CHAIRMAN. You have, Mr. Glasgow.

Mr. GLASGOW. We wanted, if we could, to be able to present some suggestion that was worth considering by this Commission. I have no doubt that within the next twenty-four hours we could produce some gentlemen who could talk to this Commission and discuss the question, but I think if the opportunity be given at another time they may be able to make suggestions which are worth something in a practical sense.

The VICE-CHAIRMAN. We have not foreclosed that at all, and I have only suggested that this is not an opportune time to take it up and decide it. We can announce that to-morrow.

Mr. HAMILTON. I will say that, although my colleagues of the committee representing the Agricultural Press League are not here, I

feel at liberty, on behalf of that interest, to second the request of the periodical publishers for a further consideration of the matter, particularly because our committee has considered these questions to quite an extent and have worked on some lines of inquiry, and would like the opportunity to make an answer to Senator Carter's question.

The CHAIRMAN. There were no restrictions upon your presenting that when you were before the Commission.

Mr. HAMILTON. I will say, Mr. Chairman, on the subject of the cost of handling second-class matter our inquiries seem to indicate that the real cost, if you do not treat the subject marginally—that is, like the additional passenger on the train, as Senator Carter said—is unascertainable. We understand that it was reported to the Postal Commission of 1898–1901 that the railway accountants of the country, after many years of an attempt to keep the books of the railways on the basis of ascertaining the separate cost even of the passenger and freight traffic, finally and definitely and unanimously abandoned that as an impossible thing, on the ground that less than half of the expenses of the passenger traffic or the freight traffic, or both combined, could be located at all, and that the larger percentage would have to be divided arbitrarily, so that all the conclusions were valueless when reached. And not only did the railway companies abandon that line of bookkeeping, but I understand that the Interstate Commerce Commission has also definitely fallen into line with that conclusion.

Now, our opinion was that if such definitely separated traffic as the passenger traffic and the freight traffic could not be separated sufficiently to ascertain the cost of either alone, it would certainly be impossible to divide the total expenses of the postal service between the different classes on any basis that would be anything except arbitrary, so that you would have an opinion, after you had gotten through with that subject, which would be nothing more than an opinion. Now, I myself have gone through the tables of the expenses of the Post-Office Department and tried to ascertain the cost of second-class matter on the principle which Senator Carter suggests, which is that the passenger who gets on the train after it started is responsible for his share of all the expenses of running the railroad. Now, I find that very few of those expenses can be divided at all. There are some expenses that are chargeable distinctly to second-class traffic.

The CHAIRMAN. Do I understand, Mr. Hamilton, that your view is that nothing could be accomplished, even if we sought to go into the question of the cost?

Mr. HAMILTON. That is my view, that even if you got your reports on this six months' weighing, even if they were absolutely accurate instead of necessarily an estimate, which they are, still the proportion of the total cost of the railway service chargeable to second-class matter could not be ascertained by any possible method.

The CHAIRMAN. The Commission will proceed with its programme. The Commission is in receipt of a numerously signed letter, addressed to it, requesting that Mr. Wilmer Atkinson, of Philadelphia, be accorded a hearing as a representative of the American press as a whole. The letter will be placed in the record, and Mr. Atkinson will be given a hearing.



The letter is as follows:

NEW YORK, October 3, 1906.

To the Honorable Joint Commission.

GENTLEMEN: The undersigned publishers and others respectfully request that Mr. Wilmer Atkinson, of Philadelphia, be accorded a hearing before your honorable body as a representative of the American press as a whole.

Thomas A. Barrett, American Agriculturist, Farm and Home, Good Housekeeping; Charles E. Ellis, The Metropolitan and Rural Home; John J. Hamilton, The Iowa Homestead; F. B. Warner, The Illustrated Companion; Wm. J. Thompson, The Home Monthly; Chas. V. O'Donnell, Chicago Household Guest; O. J. Victor; M. T. Richardson, The Blacksmith and Wheelwright; Albert Turner, Health Culture; Wm. Green, United Typothete of America, Chairman; W. J. McIndoe, New York; Clinton C. Hollenback, Sec.-Treas. Nat. Frat. Press Assn.; J. B. Sheehan, New York; Fred A. Dibble, Emerson P. Haines; John Clyde Oswald, Pub. The American Printer; C. H. Robinson, Sec.-Treas. Associated Fraternities; C. Kirchhoff, The Iron Age; R. R. Bowker, Publishers Weekly; E. W. Krackowizer, Advertising; W. L. Terhune, Boot and Shoe Recorder; Benj. B. Herbert, Nat. Printers Journalist, Chicago; Wm. Cooke, Southern Farm Press; E. P. Harris, New York; Immanuel Pfeiffer, Gen. Mgr. Postal Reform League, N. Y.

#### STATEMENT OF WILMER ATKINSON, OF PHILADELPHIA, PA.

MR. ATKINSON. I want to say in the beginning that I alone am responsible for anything I say, and nobody else. I want to say further that there is a part of my paper which I would not have put in at this time, after hearing all of the discussion and all of the points brought out during the past three days. This was written a couple of weeks ago, and I do not see how I can leave out any of it, if you will bear with me while I read it.

In sending out the call for the assembling of this honorable Commission the secretary said: "Under the operation of the statutes (relating to second-class matter), the theory of which is the granting of special postal privileges by reason of certain ideal characteristics of the matter rather than upon practical consideration as to its transportation and delivery, there have resulted serious evils to both the postal revenue and the postal administration."

I have only a vague idea of what is meant by this, but I assume it is a hint for those who appear here on behalf of publishers to consider matters from a practical rather than an ideal standpoint. Without this suggestion from the secretary, I feel safe in giving the assurance that we have no other thought than to defend our cause in a practical way without any sort of idealistic frills, as will appear in the course of the proceedings. We can not deny, however, that we have high ideals concerning the importance, the dignity, and usefulness of our newspapers, which are firmly grounded.

If the Republic of our patriotic love is to live and our people preserve their liberties, the sheet anchor of their salvation is a free, independent, untrammelled, and fearless press, and we believe that to maintain this happy condition publishers must not be subjected to any arbitrary authority that claims and exercises the power to destroy by closing the mails against them without the right to appeal to the courts, a right that is held sacred by every citizen, however humble, whenever and wherever his opportunity to earn a livelihood in an honorable business is called in question or denied him.

The assembling of this Commission presents a singular anomaly. Two parties come here together for the purpose of presenting their cause to a Commission instituted by Congress. One, the Third Assistant Postmaster-General, representing the executive department of the Government; the other, the newspaper and periodical publishers of the United States. The former to condemn the laws passed by Congress, the other in the main to justify and defend them.

The Third Assistant has frequently condemned the postal laws that relate to newspapers and periodicals, and both in his reports to Congress and in public utterances, and the sentiment that he has thus created adverse to these laws has culminated in this Commission, and he comes here to justify his criticisms.

On the other hand, the publishers are present to declare that these postal laws, especially the act fixing the rate of postage on newspapers and periodicals at a cent a pound, is one of the most beneficent measures that ever emanated from Congress. We shall not, however, maintain that there are no trifling defects that may well be reformed, but we shall maintain that the essential feature of the law is liberal, wise, and just.

This is the issue, and publishers will try to present their case in a fair and courteous way, having the good of the country in view, rather than their own selfish ends. I hope the Third Assistant Postmaster-General will show the same spirit. We all want to get at the truth of the matter and see justice done.

I want to show you the genesis of this damnable idea that we have been "subsidized."

In the annual report of the Third Assistant for 1901 appears the following:

The first thing to be understood is that in fixing publishers' rate Congress intended to subsidize or grant a bounty to those newspapers and periodicals which conformed to the conditions described in the grant.

Here is where we differ. At the time the change was made in the rate, the subscriber was paying the postage, and the purpose was to benefit him, and not the publisher. The primary object was to give the subscriber cheaper literature. There was no thought in Congress that publishers were to pay the postage, for subscribers had always paid it, and yet we are told that Congress intended to subsidize or grant a bounty to publishers.

Publishers of their own free will, as a matter of convenience and enterprise, adopted a new rule never thought of before, not anticipated by anyone, and assumed the payment of postage. This custom has been kept up ever since, until now they pay over \$6,000,000 a year. I submit it to the calm judgment of this Commission and of Congress, if it is a fair statement to say that Congress intended to confer a bounty upon publishers at the time they enacted this beneficent law.

Now, it seems a simple thing of no great moment for such a statement as this to be incidentally, perhaps carelessly, printed in the official report for 1901, and perhaps it was so; but when we consider that the declaration has been repeated again and again in the most earnest manner, year after year, so often, indeed, that not only the Third Assistant came to believe it himself until it seemed to permeate his whole being; so often, indeed, that each successive Postmaster-General that flitted across the stage believed it; so often, indeed, that

Congress itself believed it; appearing in messages of the President: most unfortunate of all, the public press came to believe it and taught it to the people that its own self was subsidized.

It is not hard to see how greatly publishers were wronged in this matter, what dire injustice has been done them, how terribly they have been injured in their business and reputation by the promulgation of this misstatement so persistently repeated year after year. It will be considerate and just for this honorable Commission, with the truth of the matter before them, to try to place themselves in that attitude of mind they would have been in had not the great error alluded to been presented to them at all or less persistently; and when they go back to Congress, will they not endeavor to correct the erroneous impress on the minds of its members? Publishers appeal to this Commission to see that justice is established, and that publishers be no longer subjected to the onus of this great wrong.

We have not only this, but other serious ground of complaint, wherein we have suffered much injustice at the hands of the Third Assistant Postmaster-General. One is in regard to the erroneous reports published in regard to postal deficits. Much stress has been placed upon the alleged fact that postal deficits are largely due to the low rate of postage on second-class matter. By this, prejudice has been incited against us, and we have been greatly injured in public estimation and in our business. For these misstatements as to the deficits have been made use of as a justification for creating a great volume of rules and regulations that hamper our enterprises and entail a great loss in the conduct of our business. These rules and regulations comprise a great multiplicity of words, over 5,000, that are so involved and confusing that publishers can not understand them.

I now proceed to prove that the alleged postal deficits, of which much has been made to our prejudice and harm, have no foundation in truth, but that each year when it was declared there was a deficit, there was a profit made on the post-office business of many millions of dollars. There is nothing idealistic about the figures I will give. They are practical, up to date, and are taken from the official reports of the Post-Office Department.

	Free Govern- ment matter.	Cost of rural delivery.	Total for both free Govern- ment matter and free rural delivery.
1897.....	\$10,338,266.00		
1898.....	11,126,567.25	\$50,241.06	\$11,176,808.31
1899.....	11,827,623.00	150,012.48	11,977,635.48
1900.....	12,794,922.00	420,433.17	13,215,355.17
1901.....	13,289,312.00	1,750,321.35	15,039,633.35
1902.....	15,231,005.81	4,089,041.71	19,320,047.52
1903.....	17,481,664.00	8,051,599.79	25,533,263.79
1904.....	19,822,000.00	12,645,275.74	32,467,275.74
1905.....	21,722,391.00	20,874,618.75	42,597,009.75
1906.....	22,163,413.00	25,828,800.00	47,991,713.00
Total.....	155,792,154.06	78,859,844.06	219,318,742.11

For this table the cost of Government free matter is reckoned as being 12.58 per cent of postal revenue, as this was the actual proportion, according to the Postmaster-General at the 1899 weighing.

and it is the basis he used in calculating the Government free matter for 1904 to be (far more than) \$19,822,000. The total for the ten years foots up \$155,792,154.06. Doubtless this is too low an estimate, as General Cortelyou says, as probably no account was taken of matter sent free to Government officials in free Government envelopes sent out to be returned.

The cost of rural free delivery is from official reports, and for the ten years it amounts to \$73,859,844.05, or a total for both of \$219,318,742.11. No account was kept of Government free matter and no credit claimed.

The cost of rural free delivery was extraordinary, for the reason that the old star-route system remains in effect, with most of the rural post-offices remaining intact all over the country, only 7,793 out of 75,924 having been abolished. I now present three more columns of figures of the same practical character as the other table.

I would like a halt called on all this confounded nonsense about the newspapers being responsible for the postal deficit until this table is explained.

	Pounds second-class matter.	Postal deficit, as stated.	Actual normal surplus.
1897.....	310,658,155	\$12,133,392.88	
1898.....	336,126,338	9,341,259.81	\$1,835,548.50
1899.....	352,303,226	7,902,041.58	4,125,594.90
1900.....	382,538,999	5,385,688.70	7,829,667.17
1901.....	429,444,573	3,923,727.48	11,222,337.83
1902.....	454,102,359	2,937,649.81	16,382,397.70
1903.....	509,537,962	4,541,747.62	20,409,854.07
1904.....	569,719,198	8,779,422.36	23,687,858.48
1905.....	618,664,474	14,572,584.12	27,302,034.68
1906.....	655,863,138	14,441,116.00	33,387,184.00
Total.....		83,958,630.36	146,182,472.28

A study of these figures will be fruitful of surprises. In the first column are given the number of pounds of second-class matter for ten years, beginning with 1897 and down to 1906, showing a steady increase each year from 310,658,155 pounds in 1897 to 655,863,138 in 1906, more than double.

In the second column the postal deficits as published appear for the same period, beginning with \$12,133,392.88 in 1897 and ending with \$14,441,116 in 1906. This latter is the Postmaster-General's estimate. That is, second-class matter increased 345,204,983 pounds and the postal deficit only \$2,307,723.12 in the ten years.

The third column gives the actual profit of the postal business each year for the ten years, had the Government matter that was carried been paid for or allowed for in the bookkeeping and had it not been for the extraordinary cost of free rural delivery.

Right here I will ask Senator Carter, if I may be allowed to ask a question, why he keeps talking about the cost of mail matter being 7 cents a pound.

Senator CARTER. Because the publishers give us no other basis.

Mr. ATKINSON. Well, it is the Government's fault. They are all wrong. I do not believe it costs half of that.

Senator CARTER. The Commission has no view to express concerning the cost of carrying the second-class mail matter. It has

been suggested that 7 cents per pound was the cost, and we invite opinions as to the correctness of that estimate.

Mr. ATKINSON. It is all wrong. There is nothing in it. There is not a particle of truth in it. Now, the Post-Office Department made an actual normal surplus, if you will account for the two things which we have been talking about. As you will see by the table which I have presented, in 1898 the actual normal money profit made by the Post-Office Department was \$1,835,548.50, and that kept on increasing until in 1906 the actual normal profit or surplus was \$33,387,184.

Senator CARTER. What would they have made if all classes of mail had paid the actual cost, while some classes made a profit?

Mr. ATKINSON. I will answer that by saying that the second-class mail creates first-class mail, and without the second-class mail the deficit would be very much larger.

The VICE-CHAIRMAN. If a man writes a letter and asks a publisher to send him his paper and that paper requires the sending of one copy, would you hold that the writing of that letter had increased the second-class mail matter?

Mr. ATKINSON. Well, if you will excuse me, I will not answer that. I didn't quite understand it. My mind is not on that subject.

The CHAIRMAN. Very well.

Mr. ATKINSON. Thus it is that while we were told that there was a large deficit each year, it was not a practical deficit at all, but an ideal one. Government matter from every branch of the public service was not reckoned at all, though in ten years it cost \$155,792,154.06, and no recognition was given whatever for rural free delivery, though the cost kept mounting up from less than half a million in 1900 to more than \$25,000,000 in 1906. The income kept growing apace with the increase of second-class matter and also with the increase of cost of free delivery.

The free-delivery system comprises 34,000 routes with daily delivery at nearly 3,000,000 rural homes. The cost in 1906 was \$25,828,300.

Are those the correct figures, Mr. Chairman?

The VICE-CHAIRMAN. I do not know. My mind is not on that subject. [Laughter.]

Mr. ATKINSON. The cost in 1906 was, as I say, nearly \$26,000,000; but this was all actually paid for, and if only Government matter had been paid for or had credit been given, instead of a deficit of \$14,441,116, as published, there would have been an actual practical cash surplus of \$7,721,297. For 1905 the surplus would have been \$7,149,806.88; for 1904, \$11,042,577.64; for 1903, \$12,939,416.34; for 1902, \$12,293,356; for 1901, \$9,365,384.54, and for 1900 \$7,409,233.30.

What did it? Make no mistake; the newspapers did it. The figures indicate it. Look at the table—310,658,155 pounds in 1897; 655,863,138 in 1906.

While in some respects postal affairs may be well managed, it can not be denied that there is yet a defect in the system of bookkeeping. The Post-Office Department certainly should be credited with the cost of Government matter from other Departments. I am not disposed to find fault with the franking privilege; it is all right that Government officials should have their mail carried without stamps

by the Department, provided the privilege is not abused, but account should be kept and credit given where it belongs. It would be comparatively easy to do this; quite as easy as to keep track of second-class matter.

We believe it is not right to force an adverse balance, call it a deficit, and require the purveyors of knowledge to make good the ideal deficiency. We as publishers are willing to pay \$20 per ton for mailing our papers, taking that burden from the shoulders of the people to our own, but respectfully ask that we be not also required to pay for the Government free matter any more than we now pay.

And when the Commission comes to make its report to Congress we beg of it that it will place this matter in a right light, for it is a most galling thing for publishers to be charged with creating a postal deficit when there is none and to be made to suffer in public estimation thereby.

I trust also that the members of this Commission will try and bring their minds to that condition of impartiality which they would have been in had they not been influenced by the boggy of an 'oppressive postal deficit, and see to it that the prejudice be removed from the minds of Members of Congress that was created by these unfair reports. We ask it as a matter of simple justice.

For the year ending June 30 last the Government had a revenue from the sale of stamps, stamped envelopes, newspaper wrappers, and postal cards of \$139,617,069.02.

How much of this was derived from the circulation of newspapers and periodicals? Who can tell?

That is a thing that ought to be investigated according to your idea. Who would have much to write if there were no newspapers? I do not refer alone to the business created by advertising, but as well to the news, information, and education acquired by the people from the public press. I estimate that half of the revenue from the sale of stamps, stamped envelopes, and newspaper wrappers and postal cards was derived in one way or another from the circulation of newspapers and periodicals.

A dull world, indeed, without papers to furnish topics for letter writing. The man who does not take and does not read a paper is not a patron of the post-office. His pen sputters as his ink dries up, and he is cast high and dry on the mount of ignorance. If he writes at all it is with a pencil on the back of an old envelope, and sends his scrawl by private messenger. Doing without papers has been long tried in some of the countries of the Old World, and never has worked well. A million victims of that system are cast upon our shores each year for us to educate. As to third-class matter, such as circulars and catalogues, who can say that the mailing of these is not most largely brought about by the newspapers? Unfortunately it is impossible to give exact figures here; I simply appeal to common sense and common observation of people who think to justify my claim.

With better fortune we have some unimpeachable testimony taken from post-office reports bearing directly upon our claim that newspapers are the creators of first-class mail. This appeared several years ago in the form of a report made by a special post-office agent, who informed the Department that the "more papers and magazines

people take the more letters they write. They read advertisements and then answer them, and it is the rule that correspondence so increases after the establishment of a route that the increase will more than pay the added expense of the delivery. I inspected routes for over three months last year, and the average increase in mail carried on some 40 routes inspected was over 50 per cent." And this applies not only to letter mail, but doubtless to third and fourth class mail; so on all the vast network of rural routes covering our immense domain stamp mail has been at least more than doubled, which indeed accounts for the fact that though the cost of rural delivery has been so vast, yet it has been taken care of and paid for through the instrumentality of newspaper circulation. Not only is this reported by a post-office agent after three months' close investigation, but it is a matter of common knowledge to every intelligent citizen; everybody knows it.

"Thou shalt not muzzle the ox when it treadeth out the corn."

What have publishers done that such appropriate and essential information as this should be excluded from annual reports since? Have newspapers ceased to create letter, circular, and merchandise mail, or would it be inconvenient to let Congress and the public know what an important factor they are in creating postal revenue? Wrong, wrong, from beginning to end, this subtle effort at suppression in order to secure the passage of a law quadrupling the postage tax on newspapers—a law that Congress thrice refused to pass.

Here, again, I appeal to the high sense of fairness that characterizes this Commission to set this matter right when they make their report to Congress. Tell Congress how this very important information was kept from their knowledge all the years since the report I have quoted slipped in, and remind Congress that it was asked to raise the postage rate on second-class matter from 1 cent to 4 cents, when in truth the Third Assistant Postmaster-General had proof in his possession that the circulation of newspapers and periodicals increased the stamped mail 50 per cent. In behalf of my constituents I appeal to the gentlemen of this Commission to divest themselves of all prejudice created by not having had ready access to this vital fact and try also to place the matter in a right light before Congress and the country.

The Third Assistant Postmaster-General has repeatedly declared, as I understand, that it does not make a particle of difference whether second-class matter creates stamped mail or not. I appeal to the honorable Commission to explain the matter to him and endeavor to induce a correct understanding.

Though the cost in 1906 of free rural delivery was \$25,828,300, it must not be thought that second-class matter had much to do with it except to help pay it, for the daily service of each carrier of newspapers and periodicals could not have been over 20 pounds, and must have been nearer 10 than 20 (omitting dailies, not over 10 pounds), and should the service be doubled in extent and 6,000,000 rural homes be reached daily at a cost of \$50,000,000 annually, each carrier would not serve more than 30 pounds of second-class matter a day (and not over 15, if we omit dailies). Therefore the newspapers are not in the least responsible for the great cost of free rural delivery and can not possibly stand in the way of its further development.

The amount of second-class matter for 1906 will be, approximately, 655,863,138 pounds. Now if the rate be raised to 4 cents per pound, provided the amount of second-class matter does not fall off, the additional revenue, all taken from the bottom of the pockets of publishers, will be \$19,675,894.14, and two million more may be added to this, making it \$21,675,894.14, because steps have been taken to reduce the amount of free Government matter, and Mr. Cortelyou promises to place rural delivery upon a more profitable basis.

All of the deficit of this year claimed by the Department as existing is \$14,441,116, which, taken from the increased revenue as above, \$21,675,894.14, would leave a cash balance on hand of \$7,234,778.14 above everything, and if the cost of free Government matter be charged up and allowed for, it will show that the post-office would make a normal profit on its business for the year of \$29,398,191.14.

As General Cortelyou gives the cost of free Government matter as "far more than" \$19,822,000 in 1904, giving the best guess I can at what he means by "far more than" I place it at \$24,000,000; then I add \$1,000,000 for such matter that was not in the weighing and not in his thoughts, that was returned to officials at Washington, and mailed by Congressmen and Senators and others when at their homes, and we have a round \$25,000,000; now from this take \$1,000,000, which will cover the rental of or interest on the cost, of all of these parts of post-office buildings that would be necessary to handle second-class matter alone, and I have increased the figures in my table over \$4,000,000; subtract this amount and my figures (taken from official reports) remain as I have them recorded. Please don't blame me for any error in my calculation, for I can only guess what "far more than" means, and defective bookkeeping is responsible for my not knowing about post-office buildings.

To the north of us there is a vast country known as the Dominion of Canada, populated by a virile and enterprising people, rising above 5,000,000, with an area stretching from the Atlantic Ocean to the Pacific, a distance of over 3,000 miles, and from our borders 2,000 miles up toward the north pole, coextensive in area to our own country. Its government is monarchical, the country enjoying the benign rule of King Edward, with a liberal and enlightened parliament of its own. Its people are intelligent and progressive, who support an untrammelled public press that circulates freely in all inhabited parts of its domain.

I am not informed whether this honorable Commission has been told or is aware of the fact that in the Dominion of Canada newspapers and periodicals are designated as second-class matter, as with us, and that second-class matter circulates everywhere throughout that sparsely settled country at a half a cent a pound, except that within a circuit of 300 miles it is a quarter of a cent, and most of it is at the quarter of a cent rate.

Not only may Canadian newspapers and periodicals, including sample copies, circulate at this rate in the Dominion of Canada, but they are sent all over the United States of America, and through and around the United States of America, to Mexico, and to every part of that country. Nor is this all, for they may go at the same rate to Borneo, Ceylon, Hongkong, New Zealand, Sierra Leone, Transvaal, Zanzibar and anywhere else in the wide world they are wanted.



This is ideal. Yet in Canada not a word is said about the press being subsidized, nor about second-class matter creating a deficit, for the very good reason that there is none, but a surplus of \$490,844.89. The rate there was reduced within two or three years.

Thus it is our monarchical neighbor keeps step with the progress of the age. Thus it is that an American by moving to Canada and issuing his paper under the British flag can send it to all parts of the United States and to distant lands at a half a cent a pound, while if he remains at home he must pay 1 cent. But we are not going to do it.

I wish you would have that put in for investigation also.

Senator CARTER. That will be underscored.

Mr. ATKINSON. This Commission ought to tell Congress how this very important information was kept from their knowledge all the years since the report I have quoted, and remind Congress that it was asked to raise the postal rate on second-class mail from 1 cent to 4 cents, when in truth the Third Assistant Postmaster-General had proof in his possession that the circulation of newspapers and periodicals increased the stamp mail 50 per cent. I hope that you will present that to Congress.

What a commentary upon this attempt to compel our publishers to pay 4 cents a pound even to mail our papers in our own country, from eight to sixteen times as much as our brethren over the border pay for mailing their papers to our people.

Who are we anyhow? Are we Americans or are we Turks? Have we no inborn patriotism, no national pride, that in this matter we are asked to take a back seat in the car of progress? For my part I believe, in view of what Canada is doing, that this Commission can see its way clear to report to Congress next winter that the 1-cent rate is high enough; that its sense of patriotism and pride of country forbid it to suggest a higher rate, but that it recommend a reduction rather than increase. Let the American eagle scream.

Not only is the average rate in Canada little more than one-fourth of a cent, yet the rulings and regulations of the post-office are much more liberal than ours. First, as to inclosures, a publisher may inclose a circular inviting subscriptions and renewals, also an envelope for the return, the idea being to encourage circulation.

There is no superstition against circulation over the border; no perversity in trying to suppress it. To insert an envelope or a circular in one of our papers would cause convulsions in certain quarters. When a subscription expires, there is no thought of denying the publisher the right to give credit to his customer if he choose. If the latter refuses the paper the postmaster must notify the publisher. If the paper is still sent he must notify the publisher again. After that it can not go at second-class rates. In Canada newspaper circulation is not considered a curse, but a blessing; hence these liberal regulations.

And that is not the only thing. There are other regulations in Canada which are more liberal. In the first place, there is a 3,000-word limit there, and we have 5,000, and we are promised several thousand more.

Senator CARTER. At that point permit me to ask you if you are aware that the Canadian postal officials object to the volume of second-class matter passing from this country to that country under the Postal Union Regulations?

Mr. ATKINSON. I know they stop some of them; yes.

Senator CARTER. And are insisting upon an examination of the publications with a view to determining what class are entitled to go through.

Mr. ATKINSON. Yes; they stop a whole lot of them. I was afraid they were going to stop us, but they did not. They stopped some papers, though, just as good as the Farm Journal. I do not know what they did it for.

Mr. GLASGOW. We know why they did it. Objection was made that it was Americanizing Canada. That was one of the objections to one of our magazines, that it was Americanizing Canada.

Mr. ATKINSON. From a very large correspondence within the past few weeks it appears that there are many publishers who think as I do, that some changes may be made regarding sample copies, opinions differing as to what is best to be done. My suggestion is that the rate remain as it is, but that postmasters be required to return all not wanted and refused to publishers at the present rate of postage on papers sent by other than publishers, which is 1 cent for 4 ounces or fraction thereof, to be collected from the publisher at his home office. This I deem better than to charge 4 cents flat when mailed, because I believe the latter plan would not cure the evil, while the other, though more trouble, would.

In this country there ought to be a postal regulation as there is in Canada, so that an envelope for a reply could be inclosed in the paper sent to the subscriber, so that if he wished to renew his subscription he could do so. It would encourage circulation. There is no reason at all why we should not have just as liberal laws as they have in the Dominion of Canada.

It does not seem sensible for two rates to be charged on papers exactly alike, and the publisher would have a premium offered him for getting the two kinds mixed in mailing. He would therefore remain under the espionage of the Government, the very thing he wishes to avoid.

It does not make a particle of difference to me what you do with sample copies. I am not speaking for myself. I am merely speaking for the Government. I want to find a way by which the evil can be cured, for the benefit of both publishers and the Government. I will say further that our circulation was built up by the sample-copy system at the very beginning. We could not have built it up if it had not been for that, and now that it is built up, the privilege is not nearly so valuable to us, but I want to say that it is valuable to the new people who are just starting out, the beginners, the people who are down, who are struggling to get started, and the present regulation on this subject is a violation of law, an absolute deliberate violation of the law of Congress, a regulation which abolished the law, turned it into a regulation, and then forced publishers to abide by it. It is wrong because it is unjust. A big publisher can do what he pleases with sample copies. He does not want to send so many, but the little fellows are not in as comfortable a position. When I sent out a circular the other day to get authority to appear here, I got hundreds of replies, and I found that a great many of them had 1,000 circulation and could not get above it, in the agricultural field, mind you, because of this unjust and wicked regulation that was adopted contrary to law, abolishing a law of Congress.

I say it does not seem sensible for two rates to be charged on papers which are exactly alike. Here is a paper, and here is another, exactly alike. To charge 4 cents on this paper and 1 cent on that one is a perfect absurdity, and I say it is a premium for the publishers to be dishonest, the same as opening a money drawer full of money where a boy can get at it. It is a temptation, and then the publishers have to be watched, and this spy system has to be kept up to see that the papers are not mixed in mailing.

Eight cents is too much and does not give the beginner a square deal. Sample copies were intended to help a publisher to build up his circulation, circulation at one time being reckoned a good thing for the country. There are some publishers who think we should make a "concession"—that is, "do something" to meet the demand of the Government, and have chosen the sample copy as the key note, suggesting the raise to a 4-cent flat rate.

It is true we ought to meet any just demand, but we want, first, what is right, not for ourselves alone, but for the Government as well. Now, if a 4-cent rate is established as above, without restrictions as to numbers (and we want to get rid of restrictions), it would breed a whole host of papers that would take advantage of the new conditions, that would lumber up rural post-offices from cellar to garret.

Doubtless the Government will balk at the trouble it will be at in sending back the papers not wanted, but it gets 4 cents a pound for this service. Besides, it ought to cooperate with publishers in curing the sample-copy evil, if it be a little trouble. Unless they do cooperate I see no cure in prospect. To say that the Government would be paid amply at 4 cents flat is of course true, but the mischief would fall on publishers whose legitimate business would be injured, as now, by the sample-copy evil, and even to a greater extent than now. Make no mistake; a 4-cent flat rate paid by the publisher without Government surveillance will not cure the sample-copy evil, and Government surveillance over the press is the curse of the present system.

It may be held that refused sample copies when returned would be spoiled in transit and become worthless; quite as worthless would they be if refused and not sent back; and the very fact that they would be worthless either way tends to prove that the evil would be cured. It may also be said that the postmaster would not return them. In that case they would not be soiled on the way back. But the fact is the publisher would take steps to find out whether they were acceptable or not before sending them out, and every publisher would be glad to learn who it is worth while to send to and who not.

And let me say it is most grossly unjust to continue under the present illegal ruling, whereby a rich publisher with a large circulation may send out hundreds of thousands of sample copies, while a beginner can send none worth while. Such an injustice ought to bring out the President's big stick, and I think it will. A graded system that would be fair might be adopted by which a paper with a very large circulation should be restricted in number, while a beginner might send a much larger proportion. The new fellow must have a chance; we who are established want no monopoly forced on us.

I do not know whether this suggestion as to a graded system which would favor the beginner would be constitutional or not. Perhaps it would not, and if not, then I would not recommend it.

Then as to premiums; it may be well to cut out all merchandise; publishers having lower postage rates ought not to compete in business with merchants and manufacturers; but as the circulation of printed matter is of a peculiar value, it may be well to allow publishers the privilege of clubbing with all other papers and offer as a premium anything that now goes through the mails at third-class rates.

Now let me tell you the advantage of premiums. I do not think premiums are a crime by any means. We have, say, 50,000 subscriptions expiring in the month of December. We want to get in the renewals before New Year's. Well, you know the country people are very slow in coming in. We offer them the Roosevelt calendar—the family of President Roosevelt—for coming in before New Year's with their renewals, so that we can get them entered up before the expiration of their subscription, before the end of the year. You see it is a mechanical trouble which we have and we tempt them to come in early, and we give them this calendar, which costs a few cents, for the purpose of getting them in early, so that we can arrange our lists and get them entered up. That is one advantage of offering premiums and it does not hurt anybody.

There is not a human being doing business in the whole length and breadth of the land who can not sell on credit to any extent desirable, and to deny that right to publishers is simply despotism. When a subscription expires it does not mean that the subscriber wants the paper stopped. It may or it may not, and ample time should be given for renewal. The publisher takes the risk of getting his money if he extends credit, as in all other businesses, but from the publisher's standpoint it is best either to stop the paper at once or extend credit just long enough to ascertain the desire of the subscriber; but each publisher should decide the matter for himself what is best to do. Some publishers prefer to send no paper after the time is out. Let them; it's their own business, but they should not deny the right of another fellow a different method. The brethren should love one another and stand by one another.

If we have on the last of the year 100,000 subscriptions expiring we try to get them in as soon as we can. We begin in September and October to get them to renew if we can and we keep hammering at them constantly. They begin to come in in November, and the renewals get thicker in December, but there is nothing we can do that can get more than one-third of those subscribers in before the end of the year, and yet they are subscribers who will come in ultimately. If we stop them and take them off our lists at the first of the year it will cost us thousands of dollars to take those names off and set them up again and put them back. The consequence is we leave those names on for three or four months and they keep coming in in all those months; but we have been afraid always that Mr. Madden would come down and say we could not do it. We are all afraid of what is going to happen. I tell you there is a despotism in that Post-Office Department. It has never hurt me any. I do not speak for myself. I speak for the free press of America.

All these suggestions are founded upon the belief that newspaper circulation is not only necessary for the country, but that reading matter of all kinds should be placed in easy reach of every citizen: that there can not be too much newspaper circulation for the profit of the postal service in dollars and cents, and that the output of literature is, like everything else, self-limited and no more can be put out than is wanted.

I want to say a word about that. There was a time, a few years ago, when everybody wanted sample copies, and they sent them out for the purpose of getting subscriptions, and they sent out so many that people were flooded. Now, the publishers themselves wanted to stop the sample-copy business. The thing is self-limiting, and it will be the same way with the subscriptions. Just let the subscriptions go, and if you give the people too many they will not take them; and if they will not take the papers, then it will not pay the advertisers to advertise, and if the advertisement does not go in the paper, as I say, the thing will be self-limiting and self-regulating. One gentleman said here to-day that he had three or four carloads of second-class matter, or something like that, dumped on his desk (I don't know just exactly how much he said there was of it) which he threw in the wastebasket. Now, if this matter is thrown in the wastebasket advertisers are smart enough to find it out and they will not advertise and the papers will go out of existence. That is what I call "self-limiting." You can not get out more than are needed any more than you can shoes. If the shoe factories go to work and make too many shoes and try to sell them, they can not do it, and it is the same way with literature. If you get that in your minds, you will save a whole lot of trouble about these rules and regulations.

I wish now to call the attention of this honorable Commission to a matter of the very highest importance, and one that does not seem to be very well understood. This is in regard to cheap newspapers and periodicals. There are those who dread the cheap newspaper and would prohibit its circulation under the "nominal-rate" feature of the law. No greater error could be made than this. "The Lord must have loved the common people," said Abraham Lincoln, "for he made so many of them." The cheap periodical is for the Lord's people. The rich can buy books and high-priced papers and magazines and can send their children to college. The low rate of postage does not so much concern them. It is the ignorant and lowly that need to be educated and lifted up by means of the public press. I beg of you, gentlemen, when you make your report to Congress have a special care and see that no wrong is done God's poor in this respect. Remember the mechanic, the hired man on the farm, the toiler in mill and mine, the stray from foreign shore—all who are near the bottom rung of the ladder and are struggling for a grip higher up, all the under dogs in the fight, all who seek knowledge with a slim purse—and forbear saying a word or performing an act that will deprive them of opportunity to obtain good cheap literature for their life's uplifting. The penny weekly and the penny monthly are just as important as the family daily.

Just as the public school is free, so also should the newspaper be nearly so to the poor. Cash balance in the Treasury! What is that compared with the uplifting of the Lord's people? Oh, the blindness and folly of that man high in power in this Republic who would give

the rich the advantage of a public press and lift it out of the reach of the poor!

The poor boy has to go to work at 14. He quits the common school at that age, and after that the newspaper is all the education he has.

And right here I must stop to say that I think all this talk about the Maine papers is wrong, and has been from the very start. It is wrong, and you can not make any good out of it. People are not all alike. Take that publication, *Comfort*, and these other papers—they contain stories, and so far as I know they are decent stories that reach a class of people who will not read anything else. The poor people need them. I know when I was on the farm, a boy, we took the *Ledger*, and I say to you that those stories are good for the people. They are educational. You may have a different opinion about it, but I tell you that fiction has a place, and if these Maine people will give decent literature, and will make it cheap, and spread it over the country and let these poor people read it, it is all wrong to take it away from them, and it is wrong to talk about these Maine papers being such a curse. There is nothing in it.

Our postal service extends to Porto Rico and Hawaii, and there are on the former island 48 mail routes, costing annually \$83,008.79; on the latter 65 routes, costing \$101,456.81. What is paid for transporting the mails to those islands is not known, but it must take a large sum. We have no means of knowing how many letters, on which is affixed a 2-cent stamp, are carried; but there can not be many; a fair estimate of the cost of each letter carried would be 10 cents, an apparent loss to the Government of 8 cents on each letter. It may be, and possibly is, far more than that.

But we have got to civilize and enlighten those people; hence practical considerations were cast aside and purely ideal ones adopted. When the Porto Ricans and the Hawaiians get to reading our papers and magazines as our own people do, the postal service rendered them will be much nearer self-sustaining.

Probably there never was a balder absurdity submitted to an intelligent public than the claim that practical considerations must, in postal affairs, take precedence over ideal ones in such matters as dissemination of knowledge to illiterate people, whether dwelling in far-away colonies or within our own immediate borders.

I watched the proceedings of Congress in April, when the post-office appropriation bill was up for consideration, and read most of the speeches made.

Gentlemen, I read all of your speeches, and they were very good, too. Much was said indicating that members were of opinion that the purveyors of the daily news were in a class by themselves and that the present postal rate was high enough for them.

Evidently some of the publishers of the daily press are of the same opinion, judging from editorials that appear advocating a higher rate for others.

It is singular how people get up on this stand and advocate a higher rate for others, isn't it? Is not that remarkable?

Now, I want to place in the record of the proceedings before this Commission, and to lay before Congress, a view quite different from the above. This is not, however, to antagonize the daily press. I do not ask that they be required to pay a higher rate, for they pay enough; but I want to furnish some food for reflection.

I agree with my Illinois friend that there ought to be a law prohibiting the publication in daily papers of these vile accounts of rapes and murders and the details of divorces that appear in these daily papers. They are contaminating our people, and as papers of this kind go out through the country they create mischief wherever they go. They ought to be restricted and prohibited from publishing news that is not decent. Understand, I say, if it is not decent.

There are two potent reasons why the dailies should sail in the same boat with us:

1. They enjoy a monopoly of news which of all monopolies ever conceived of is the greatest. "I care not who makes the laws of a country," said a wise man, "if I can make its songs." I care not who makes the laws of a country or writes its songs if I may provide the news. The sugar trust and the oil monopoly are pigmies alongside the Associated Press giant. This is a new country; in the natural order it has centuries before it for growth and development: yet no new daily newspaper in any large city can ever be established from now until the crack of doom while this monopoly lasts, and it bids fair to last forever. I know of no new large city daily that has been started and been successful within the last quarter of a century. Such a thing is impossible. Now, isn't this enough? Why grasp more? Why will our big, rich, entrenched publisher demand a higher postage rate for his 10,000 struggling brethren all over this broad land than he is required to pay himself?

Why will he demand that his weaker contemporary shall be deprived of those liberal features of the postal laws that he deems necessary? Let the milk of human kindness and brotherhood flow through his heart.

2. The theory is that current news of the day is so necessary to the people that purveyors of it should have lower postage than publishers of periodicals that appear less often. But is current news all that a big daily prints? Is there any field occupied by the weekly paper or monthly magazine that is not covered by the daily? Any reader of a daily can answer this question for himself. Many of them are now even publishing magazines, and I am informed that, in some instances, these are distributed free through local county weekly papers. Art, science, music, agriculture, horticulture, astronomy, fiction, biography, history, ancient and modern, medicine, law, domestic economy all are included in the bill of fare that is served up each morning and evening in the daily paper.

What a bubble it is, the claim that the daily paper, on the ground that it is a vendor of news, should enjoy the advantage of lower postage rates than others, when it prints everything to be found in the weeklies and monthlies. To admit the dailies that are, in fact, magazines as well, into the mails at a cent a pound, thirty times a month, and require magazines that only go out once a month to pay 4 cents, is a funny way to reduce the deficit, when, according to the Third Assistant, it costs 6 cents a pound to carry second-class matter. But, of course, practical rather than ideal considerations must govern.

Willie Jones went out one day to gather nuts, taking with him two younger brothers and three little sisters. Willie clubbed down the nuts with the help of Jacky and Fred, and little sisters gathered them into a pile. When the tree was thoroughly whipped they assembled about the store for a distribution. An even division, each taking

one in turn, would seem like a fair and brotherly way, but Willie had a plan quite different; he would take one, then Jacky one, then Willie would again take one; and so the big strong Willie took one each time a brother or sister took one, so at the end of the game he had half of all the nuts and was ready to thrash another tree. Would our big, strong brother of the daily press take as many of the nuts as all of his brothers and sisters together? Now, I hope he won't; and I do not believe he will when he sees how it looks.

Speaking for myself and voicing also the views of thousands of publishers all over the country, I beg to express the hope that this honorable Commission will help to bring about a better understanding between the heads of the Post-Office Department and publishers. Why should there be any misunderstanding? Can not we be placed on a basis of mutual confidence and carry on our business without petty interference? I beg Congress to look into this matter and see if something can not be done. I am assured that no more honorable business men exist in the United States than the publishers of newspapers and periodicals.

I believe that a workable system can be devised by which we will have the same freedom to conduct and develop our enterprises as those in other lines enjoy, and under which the Government will not be cheated out of a dollar. If Messrs. Cortelyou and Madden will set their hands to this, and this honorable Commission give such aid and encouragement as it can, a better understanding can be arrived at.

Publishers are so widely scattered, conditions and needs are so varied, and the time we have had to organize and concentrate our views so short, that it is practically impossible for any section of the press to come to any definite understanding upon matters of detail. Anhow, it seems to me it is just as well for the Commission to hear as many sides of the question as possible, so they can better comprehend the situation and come to a right conclusion. If you will bear with me, then I will present for myself suggestions for a workable system by which a better understanding may be obtained between the publishers of newspapers and periodicals and the Government, under which the former shall have their rights so clearly set forth that they will be enabled to preserve their independence free from interference and conduct their enterprises void of suspicion or molestation, and the Government shall derive a revenue adequate for the service rendered without evasion or imposition.

(1) The appointment of a newspaper postage commission to consist of 7 members, to be selected as follows: Three who are or have been identified with, and should have full knowledge of, the publishing business, one to represent the daily, one the weekly, and one the monthly press, to be designated by all the publishers of the United States: three to be nominated by the Postmaster-General; the seventh to be designated by the six. The appointments to be made by the President and to be submitted to the Senate for confirmation.

My friend Mr. Glasgow got ahead of me on the commission idea. However, I had this prepared a couple of weeks ago.

(2) It will be the duty of the newspaper postage commission to interpret the postage laws passed by Congress relating to second-class matter, to approve the rules and regulations that govern the relations of the Government with publishers, to recommend such measures of reform of this branch of the postal service to Congress, and



to hear and sit in judgment upon and settle all matters in dispute between the Post-Office Department and publishers.

The advantage to accrue from such a commission would be that the interests of both the Government and publishers would be looked out for impartially, so that no serious misunderstanding would be likely to occur, and when disputes should arise, they could be settled amicably and justly, without prejudice to either side.

The disputed questions concerning the sample copy and how best to prevent its abuse; what is a legitimate subscriber; shall premiums of merchandise or of printed matter be permitted as an inducement to subscribers; what is an adequate and just postage rate for second-class matter; what should be the status of the house organ, etc.; such questions as now give the postal authorities no end of trouble, and which are proving a thorn in the flesh of publishers, could be determined, and a satisfactory code of proceedings be established.

I want to emphasize the importance of having this Commission represented by at least three publishers. Nothing else will do. If it is not so it will be worse than it is now, because seven tyrants would be worse than one because they would stand together. We must have publishers represented in full force on this Commission or it will be no good.

As it is now such questions are determined by the Government, represented usually by persons having no intimate knowledge of the publishing business, no sympathetic interest in the affairs of publishers, without consultation with publishers, and in a manner that is unpleasant and sometimes acrimonious and hostile.

The situation as it now exists has become intolerable, both to those who administer postal affairs and to publishers. A remedy is badly needed. The idea here held forth might be adopted as a permanency, or temporarily, long enough to get matters out of the muddle they are now in. The \$25,000 appropriated by Congress to prosecute publishers could be diverted to paying the expense of the Commission, and if not enough half of the inspectors employed to pry into the private affairs of publishers could be dismissed, or set upon the trail of real criminals.

If this method does not meet with favor then it is hoped Congress or the Postmaster-General will find a better; or if the Third Assistant Postmaster-General would only listen to the advice and information that publishers will give him before this Commission, and take them to heart, postal affairs as they relate to second-class matter might soon be brought to move along smoothly. We are not satisfied with his management, not because we do not think he is an honest, capable and useful official, but he is incapable of realizing the potency of the press in the education of the people, and he seems unconscious of the noble part an untrammelled press plays in developing the nation's material, moral, and intellectual greatness. He does not seem to know that a press that is not wholly free is not a free press, nor that he who curtails the liberty of the press strikes a traitor blow at the very vitals of the Republic. He seems out of touch with the spirit of the age. Upon my word, I do not say this to offend or injure him, but solely for his good and for the public good. Publishers do not demand that he be relieved from the duties of his office as concerns us, but if he stays in we do want him to broaden

it on lines befitting the country. He must not stand in the middle of the peoples' highway with whip in hand, lashing the procession as it files past him.

If you, gentlemen of the Commission, can give him some good advice, we shall hope that much good may arise from it.

If, however, he can not through the inspiration derived here from meeting face to face publishers representing the entire press of the country, aided by the advice you will give him, then that portion of his duties which relates to second-class matter should be turned over to some progressive, fair, broad-minded, up-to-date man, one who is, it has been, identified with the publishing business and knows all its ins and outs, familiar with its intricacies, a man of tact, of judgment, of knowledge, and of vision.

I want to speak a word here concerning our new Postmaster-General, Mr. Cortelyou. I understand he was placed by the President at the head of postal affairs for the purpose of reforming them, and I am free to say, from close observation, that he has done wonders in the short time he has been in office. Not a misstep has he made that I have seen, and his bearing toward the press has been fair, kindly, and full of promise. It was his desire to have this Commission composed partly of publishers, carrying out somewhat the idea of a commission suggested above, but he was overruled. There is not a line in his first annual report placed there to ruffle the spirit of publishers, menace their peace of mind, nor threaten them with extinction: and no unpleasant reflections were cast upon them. Let us give him the right-hand of fellowship, and wish him god speed in the performance of the duties that lie before him.

Thanking you, gentlemen of the Commission, for the attention given to my plea and the courtesy extended, I beg to submit in conclusion a brief summary of things that publishers desire almost as one man, viz:

(1) That no change be made in the rate of postage on second-class matter.

(2) That a change is desirable in the law relating to sample copies.

(3) That newspaper circulation is a blessing to be encouraged, not a curse to be deplored.

(4) That our press be no longer subjected to arbitrary power and the spy system.

(5) That the sacred right of earning a living, the same as is possessed by every other citizen, shall never be taken from us except by the jury of our peers.

The CHAIRMAN. Has any member of the Commission any questions to ask?

Mr. ATKINSON. I shall be pleased to answer any questions you may be pleased to put, if I can.

Senator CARTER. Mr. Atkinson, can you advise us as to whether second-class mail matter is now being handled at less than the actual cost of handling it?

Mr. ATKINSON. I should not say it was.

Senator CARTER. In your judgment, does the Government receive, in 1 cent per pound, the cost of handling and transporting second-class mail matter?

Mr. ATKINSON. No; I should think it would cost about 3 or 4 cents.

Senator CARTER. Upon what do you base that estimate?

Mr. ATKINSON. Well, in looking over some of the reports (I do not know whether the report of the Postmaster-General or of the Third Assistant Postmaster-General)—no; it was in the appropriation bill of last winter—I looked at the list of appropriations, and I judged from those appropriations (so much for stamps, so much for stamping, so much for clerk-carrier in post-offices) that there was about \$25,000,000 visible in that list that exclusively belonged to the first-class matter, that second-class matter had nothing whatever to do with it, because it was not stamped—at least \$25,000,000. So that will take off \$25,000,000 before you begin to figure up for your 7 cents.

Senator CARTER. We will talk about 3 cents now, because you have submitted that as another figure.

Mr. ATKINSON. Very well. Now, second-class matter is a filler. If you take the second-class matter out and send the third class, it would save, perhaps, \$1.20 per pound per mile per day. As it is, all the matter only pays, say, 20 cents. I do not know what it is. I do not pretend to give the exact figures. The only way I can get the figures is out of the postal reports, and they reduce the cost of second-class matter, and I should say those two together, with your fast-mail trains that are provided properly for letters, would cut, perhaps, \$50,000,000 off of your \$139,000,000 before you begin to divide up as you do. That is what I think.

Senator CARTER. In your judgment, then, based upon the computations you have suggested, the cost of handling and transporting second-class mail matter would amount to about 3 cents per pound?

Mr. ATKINSON. Well, I ought not to say that, because I do not know.

Senator CARTER. That is your rough guess?

Mr. ATKINSON. Yes; that is nothing but a guess—between 3 and 4 cents.

Senator CARTER. In your judgment, then, the Government is compensated in two ways: First, by the diffusion of knowledge, and, second, by the stimulation of other classes of mail matter paying a profit?

Mr. ATKINSON. Yes.

Senator CARTER. To what extent is the loss of from 2 to 4 cents per pound compensated by the stimulation of mail in the other classes where profit accrues from the transaction?

Mr. ATKINSON. Do you refer to the report of that agent who found that it was 50 per cent additional? That is as good a testimony as I have.

Senator CARTER. That is, in your judgment, the first-class mail is stimulated to the extent of 50 per cent by the second-class mail.

Mr. ATKINSON. Well, if you go back twenty years, it is far more than that. The newspapers have built this country up. Take, for instance, a business that will start in and advertise in the newspapers. They get small orders, and they build up from that, and in one year's time their postal bills are three times as much as they were at the beginning. In five years' time they are ten times as much, and in fifteen years' time they are fifteen times as much. Now, I think credit ought to be given for all that building up of the mail, from the very beginning of it. And mind you, it is not only that man's business, but it is the postal business that comes through his enterprise to the people with whom he deals, and it goes on and spreads all

over the country, takes in everything, and that is why this country is great, because of this spread of information amongst the people by the newspapers.

Senator CARTER. You think that business is stimulated in so far as letters passing through the mails may be concerned, to the extent of 50 per cent. over and above what would otherwise obtain?

Mr. ATKINSON. There is not a bit of doubt about it—not the slightest.

Senator CARTER. In other words, that the first-class letter mail would be diminished 50 per cent if the daily, weekly, and monthly publications were excluded from the mails altogether or placed at a higher rate of postage.

Mr. ATKINSON. I do not think that is a sufficient statement. I think it would be more than that. I think if you should exclude the newspapers for a time that the letter mail would gradually diminish; and while the first year it would not be so manifest, it would diminish every year after that. You have got to count every year, and you have got to take a broad view of this thing. The shallow surface view does not amount to anything. You have got to take in the whole business of this country.

Senator CARTER. In your view, the papers specially exploiting crime and glaring human weaknesses should be excluded from the mails?

Mr. ATKINSON. My opinion is that indecent newspapers, newspapers that have indecent matter in them, should be excluded from the mails.

Senator CARTER. What would be your view as to what would constitute indecent matter, judging by the subject-matter appearing in the papers which would seem to be objectionable?

Mr. ATKINSON. Well, I should have the Postal Commission to decide that.

Senator CARTER. The censorship of a single Department officer you think would be perilous?

Mr. ATKINSON. Of one man—

Senator CARTER. For instance, the Third Assistant.

Mr. ATKINSON. Yes; I do not think it ought to be left to any one man. I think it ought to be left to a commission, half made up of newspaper publishers—the daily newspapers, the weekly newspapers, and the monthlies, so that all would be represented—and those commissioners designated by all the papers in the United States.

Senator CARTER. Aside from the appointment of a commission to construe the law and direct its administration, you do not deem any improvement in existing law important?

Mr. ATKINSON. I think that the sample-copy business ought to be corrected.

Senator CARTER. To what extent?

Mr. ATKINSON. Just as I said.

Senator CARTER. By law, or by regulation?

Mr. ATKINSON. Undoubtedly by law. I would not have any arbitrary power unless it is left to a commission appointed in this way, and then Congress would give that commission power to do it.

Senator CARTER. What would be your view concerning a just proportion of sample copies compared with a legitimate subscription list of the papers?

Mr. ATKINSON. Well, I think the beginner ought to send out all he wants to.

Senator CARTER. And for how long?

Mr. ATKINSON. Well, that is a question that I do not pretend to have thought out—how that can be rectified. I do not give it in my brief. It was merely a suggestion, and I have not very much faith in that.

Senator CARTER. Then, taking into consideration what may be denominated established publications, you have a view as to the percentage of sample copies permissible or to be permitted under the law?

Mr. ATKINSON. I think a paper with 100,000 circulation, if it sent out 25,000, that that would be enough.

Senator CARTER. And with 1,000,000 circulation, would you allow the same proportion—one-fourth?

Mr. ATKINSON. Well, I can not answer that in a way that will do any good.

Senator CARTER. I understood your proposition to be to liberalize with the new beginners and restrict sample copies as the volume of circulation increases.

Mr. ATKINSON. Yes; if it is not unconstitutional.

Senator CARTER. It is a matter of regulating the service.

Mr. ATKINSON. I think it would be just and right. I should like to see it done.

Senator CARTER. Beyond the matter of limiting sample copies and creating a commission you would have no further amendment to existing law to offer?

Mr. ATKINSON. I think that is about all that is needed.

Representative MOON. Mr. Atkinson, if it should be concluded to raise the postage on matter of the second class half of 1 cent, how would it affect the question? Would it decrease very largely the output of second-class matter if the postage was increased one-half cent a pound?

Mr. ATKINSON. On postage for regular subscriptions, you mean?

Representative MOON. Suppose you raise it to  $1\frac{1}{2}$  cents a pound?

Mr. ATKINSON. That would not hurt anybody very much. Nothing will hurt us. We are not worried about anything. Nothing you will do can hurt us.

Representative MOON. We do not want to hurt you; we just want to get your opinion.

Mr. ATKINSON. I have not taken interest in this matter because I was in any danger, except that I do not like the disagreeable proclamations that we receive every few months, every six months or a year, threatenings.

Representative MOON. Well, I want to find out your opinion as to how that increase of the rate would affect matter of the second class. Would it decrease it or not?

Mr. ATKINSON. No; the country grows so rapidly that I do not think there would be any decrease at all.

Representative MOON. Would it keep pace with the growth of the country?

Mr. ATKINSON. I think it would.

Representative MOON. And how would it affect the revenues produced in first-class matter in response to this?

Mr. ATKINSON. It would not make much difference, because it would not hurt anybody's circulation very much.

Representative MOON. So you think we might with safety raise it one-half cent?

Mr. ATKINSON. Yes; but I would put it down a half a cent in preference, the same as Canada does.

Representative MOON. I have not expressed any opinion myself as to which way it ought to be done. I just wanted to get your judgment about it.

Mr. ATKINSON. I would not raise it.

Representative MOON. You would reduce it rather than raise it?

Mr. ATKINSON. Well, I would not reduce it. We are all established now on that basis. We do not want things disturbed. That is one of the worst things that can happen; and it is not only disturbing things. We do not want them disturbed, but the worst thing is to have us threatened all the time.

Representative MOON. You want fixed rules of law?

Mr. ATKINSON. I do not want to be threatened. I want to do what is right, and there are tens of thousands of publishers who want to do what is right, and they do not want Mr. Madden to threaten us. That is it.

Representative MOON. You are right about that, I think. You want fixed law to control.

Mr. ATKINSON. You do not want any more of that sort of thing which I have spoken about.

Representative MOON. If an increase of half a cent, making the postage  $1\frac{1}{2}$  cents a pound, would not hurt you, how would 2 cents a pound strike you?

Mr. ATKINSON. It would not make any difference to us at all.

Representative MOON. You think the publications would go along just as well with a 2-cent rate as the present rate?

Mr. ATKINSON. Well, I do not know about that. Some of them might not. Some of them would probably suffer.

Representative MOON. It is a matter of no very great importance as to whether the rate is 1 or 2 cents a pound, in your opinion?

Mr. ATKINSON. No; I do not think it is, although I would not do it. It does not matter to me whether you raise it 2 cents or not. It does not make any difference to me.

Representative MOON. Well, I just want to get at the facts, to see how it strikes you.

Mr. ATKINSON. But, then, I think we are rather peculiarly situated, and I will tell you why. This fall, in October, a month ago, we discovered that we had orders for advertising that covered every square inch of paper subject to advertising until next April; that we could not take another ad., and not only that, but last winter we were very much in distress because we could not put the advertisements in because we would not crowd our reading matter, and during the winter we crowded out \$25,000 worth of advertising.

The VICE-CHAIRMAN. What is the proportion of your reading matter to your advertising matter as to space?

Mr. ATKINSON. We try to keep it one-half. That is what we try to do. Sometimes the advertising is a little more and sometimes a little less.

Now, I want to tell you the kind of advertisements that we will not insert in our paper at any price: Advertisements of promoters, immigration and plantation companies, mining companies, guessing contests, produce commission merchants, agents wanted for subscription-book publishers, real estate agents, financial investments or speculative advertisements, or banks of any kind. Our restrictions against patent medicines, liquor, tobacco, political, extravagantly worded, and snide or vicious advertising remain in force, and in October of this year we had not a line of new advertising that we could receive to be printed in the paper before April. I believe one reason of that was because we keep indecency out of our paper, and other advertisers for that reason think it a desirable advertising medium. That was one of the reasons.

The VICE-CHAIRMAN. Mr. Atkinson, you suggested that you had no recommendations to make for changes of law other than the suggestions relative to the Commission and the sample copies as outlined by you?

Mr. ATKINSON. I think the premium business ought to be liberalized.

The VICE-CHAIRMAN. Publishers now are privileged under the law, I believe, to utilize the facilities offered by railroads, by freight, and by express companies in the transportation of their publications.

Mr. ATKINSON. Yes.

The VICE-CHAIRMAN. What objection would there be to allowing the Government an equal advantage, so that the Government might utilize the same facilities, where it could be done in the same way.

Mr. ATKINSON. You mean to have slow-mail transportation?

The VICE-CHAIRMAN. I mean simply to give the Government the same privilege under the law to utilize the railroad freight or express, which the express companies now have.

Mr. ATKINSON. Well, I think one gentleman answered that question here, that it would create a lot of trouble if our mails went slowly.

The VICE-CHAIRMAN. I am speaking of the same privilege. If they go slowly, still you utilize them now. What objection would there be to extending to the Government identically the same privileges for use of the express and freight transportation which the publishers now have under the law?

Mr. ATKINSON. You mean to send out papers by express?

The VICE-CHAIRMAN. You send them sometimes by express now, do you not?

Mr. ATKINSON. We do not.

The VICE-CHAIRMAN. I mean publishers have the right to do so under the law?

Mr. ATKINSON. Yes.

The VICE-CHAIRMAN. Why should the Government be denied that right under the law?

Mr. ATKINSON. To send them by express or to send them slowly? I do not understand you.

The VICE-CHAIRMAN. The Government has no right now under the law to utilize either express or railroad freight in the transportation of second-class mail. Publishers do have that right, and to some extent they take advantage of it.

Mr. ATKINSON. Yes.

The VICE-CHAIRMAN. Now, what objection would there be to giving the Government by statute equal privilege for similar use?

Mr. ATKINSON. I see no objection to that if you are going to send the mail just as quickly, but you must send the mail matter quickly. We want to get our publications there.

The VICE-CHAIRMAN. They go by express now, sometimes, don't they?

Mr. ATKINSON. Well, yes.

The VICE-CHAIRMAN. And they go sometimes by freight.

Mr. ATKINSON. Yes; I do not see any objection to that proposition.

The VICE-CHAIRMAN. Then would you be willing to add that to your recommendations already made?

Mr. ATKINSON. No; I would not. I think it is all right as it is.

The VICE-CHAIRMAN. Assuming that the Government could, by the use of either railroad freight or express, transport some second-class mail which would not be retarded in its distribution, why should it not have the privilege?

Mr. ATKINSON. I do not see any objection to that.

The VICE-CHAIRMAN. You understand that it has not that privilege now?

Mr. ATKINSON. I understand that. I do not see why that would be objectionable, but it seems to me as the Government employs the railroads to carry its mail matters it ought to do so directly; that it could get better terms than by doing it at second hand.

The VICE-CHAIRMAN. I am asking what objection there would be to giving the Government the same character of privileges that the publishers now enjoy.

Mr. ATKINSON. I would not object to it. I do not see—

The VICE-CHAIRMAN. You spoke of one or two instances of the Canadian practice. Do you understand that the postmaster-general at Canada, or the officer occupying the corresponding position, has the right to determine under his own judgment what second-class periodicals shall be given that privilege?

Mr. ATKINSON. I know that very well, and I thought that was a thing that belonged to a monarchical government and that it had no business even there; that it was all wrong; that that is arbitrary power, and I say that unless a newspaper is wholly free it is not a free press.

The VICE-CHAIRMAN. It is for that reason that I asked you the question.

Mr. ATKINSON. I never would adopt that in our Government.

The VICE-CHAIRMAN. Then when you made the suggestion that we ought to be as liberal as Canada you did not have reference to that?

Mr. ATKINSON. I did not refer to that; no, sir.

The VICE-CHAIRMAN. I believe that is all.

Mr. ATKINSON. I want to say one word about this nominal-rate business, if you will listen to me. I have been buying paper of the same firm for forty-four years. We buy our paper in three-year contracts. We pay cash and get a discount off, and we get it at the bottom price. Now, if you go and make a nominal rate, don't you see the advantage possessed by the person who does that over a little country weekly or a small paper which actually buys its paper at retail and pays 25 per cent more for its paper? Now that is not right.



As Mr. Glasgow said, you can not fix any nominal-rate business for that reason. You can not make it just, and therefore you ought not to make it.

Mr. Chairman, I wish to submit the following further statement:

The impression exists in the minds of many sincere persons that the carrying of second-class mail matter, by reason of the low rate received for it, entails a loss to the Government and is the principal cause of the annual deficit in the postal revenues.

Such opinion has been held and promulgated by every Postmaster-General since Wanamaker and by every Assistant Postmaster-General who has had to do with postal rules and regulations since Wanamaker's time.

Each successive head of the Post-Office Department appears to have taken his cue from the annual messages and reports of those who preceded him without careful investigation or study of his own. There are indications, however, that Mr. Cortelyou, the present able chief, will reach conclusions from a proper study of conditions as they actually exist and not depend so absolutely upon what he has been told and what he has read.

There is no truth whatever in the contention that the low rate for second-class matter is the cause of the postal deficit, and never has been. Those people who have proclaimed that such was the fact were mistaken. The views held by them were surface views, formed from a casual and hurried consideration of the question. They meant well, but they did not know. They were sincere, but they jumped at conclusions that had no foundation in logic or fact.

A sealed letter goes anywhere in the United States at the rate of 32 cents per pound; this is designated first-class matter. Unsealed printed matter in the form of circulars goes at the rate of 8 cents per pound; this is third-class matter. Merchandise is mailed at the rate of 16 cents per pound; this is fourth-class matter. Newspapers and periodicals, mailed by publishers and news agents, go at the rate of 1 cent per pound; these belong to the second class.

Since there is a postal deficit it is quite natural, therefore, to jump at the conclusion that the same is caused by the last-named class. Ascertain the weight of the different classes and figure up how much each pays the Government and there you are, dead easy; it is the second class that plays hob with the revenue.

But suppose that the great bulk of the first, third, and fourth classes of mail matter is based and builded upon the second class: then what? Cut off the second class altogether, and who would write letters? Who would send out circulars? Who would order merchandise by mail? A large proportion of all the letters written and sent through the mail are, directly or indirectly, in response to advertisements seen in newspapers and periodicals, or in response to circulars, for which a call is made by newspaper advertising.

A large proportion of the business enterprises of the country have their root in newspaper advertising. A 10-line advertisement in a newspaper or magazine will often bring out in answer 1,000 letters—sometimes many thousands; letters which otherwise would never have been written or sent.

A judicious and persistent system of advertising in newspapers and periodicals gives birth to some magnificent enterprise that will require the sending and receiving of 1,000,000 circulars and letters a

year, for which the Government receives, respectively, 16 and 32 cents a pound for carrying. There are thousands of such enterprises so built up existing to-day and tens of thousands in process of establishment.

Who are sending the sealed letters the American people read? Who are receiving the sealed letters the American people write? Who but the men who advertise? Who are doing the business of the country but the men who advertise? The men who do not advertise do not receive letters; they are as dead as Julius Cæsar, so far as any great profit to the Post-Office is concerned.

Job Jobson is a well-to-do farmer of the Middle West. The soil of his farm is from 2 to 3 feet deep. He has a wife and several daughters and 3 hustling sons. Job and his family have wants not a few—wants that can not be supplied near by. He has neighbors, but he doesn't often write to them; neither do the family; they call to see them or use the telephone. Telephone calls have largely replaced letter writing between neighbors in rural communities. From carrying letters between Job and Job's family and their friends and relatives the Government derives scant revenue.

But to Job's house once a month comes a farm paper, which happens to be, as I know, the Farm Journal. His wife, sons, and daughters, as well as Job himself, eagerly read the paper. Besides absorbing a due proportion of the information it contains on the arts of agriculture and of domestic economy, they turn to the fresh and original advertisements which the paper contains, appealing directly and persuasively to the wants that exist on that farm and in that household. Advertisers have a heart-to-heart talk with the Jobson family. They eloquently tell of cream separators, Angora goats, buggies, bronze turkey eggs, milk coolers, pruning knives, hoof ointment, engines, calf meal, washing machines, metal wheels, hogs, roofing, cream raisers, dehorning instruments, bicycles, harness, incubators, paints, riding cultivators, squabs, ear labels, mending machines, fences, hides, wagons, brooders, guns, wagon scales, pianos and organs, bee supplies, stump pullers, ferrets, sawmills, louse killers, seeders, cider machinery, correspondence schools, hay presses, telephones, fanning mills, baby walkers, strawberry plants, cement blocks, sprayers, silos, ventilating grates, mail boxes, pulverizing harrows, clipping machines, revolvers, wall paper, shearing machines, magic lanterns, department stores, fertilizers, flower seeds, work gloves, shaving soap, stoves and ranges, disk harrows, gravestones, lamps, chickens, books, carpet, berry boxes, tackle blocks, plow points, shoes, vegetable seeds, dyes, magazines, round tiles, fruit trees, and calicoes.

By the time Job Jobson, and the good wife, and the bright and sturdy young folks have gone through the paper, they have seen many things advertised that 'twere better to own, and they write and write and write. They send for catalogues and ask for particulars, not only to one advertiser, but, before the month is over, perhaps to 30 and even more. They get replies; they write again: their first and third class mail matter at the post-office, which comes to them within the month, will weigh, perhaps, four times as much as the Farm Journal, all paying a postal rate profitable to the Government. They are getting information; they are preparing to do business.

Orders follow all along the line; and for years to come business correspondence and business relations will exist between Job Jobson

and his sons and daughters and his new business correspondents made through the paper. The men Job writes to are doing business, their business expands, they make business for those from whom they buy supplies; doing business means buying postage stamps and mailing letters. What Job buys some of his neighbors see and want; so orders come from them, also. Results of advertising are cumulative, and thousands of dollars in that neighborhood are eventually invested in things needed, because Job and his family started the ball rolling.

Does the Government lose or gain by the expansion of business enterprises brought about by the carrying of that bit of second-class mail matter to Job Jobson? Job is only one of half a million. Does it seem unfair to estimate that the postal income derived by the Government from a half million Job Jobsons for first, third, and fourth class matter, induced by the reading of 348 advertisements contained in a single issue of the Farm Journal, covering the whole field of rural needs and wants, and following up the correspondence that flows therefrom for, say, five years, would amount to \$100,000 more than it costs the Government to carry one month's paper to its half million subscribers? Then consider that the Farm Journal is only one of 500 papers to which Job Jobsons have access if they so desire. This is a big country and big things are going on in it.

There are papers not specifically in the agricultural class, but which appeal to the general public throughout the whole country, that circulate a million copies each issue, for which business men clamor to advertise in and are often crowded out of, whose advertising rate is \$6 a line and \$5,000 per page for a single insertion. Think what vast business enterprises are back of that advertising and supported by it. Surely no merchant or manufacturer would pay \$5,000 for a page advertisement in a single issue unless he was certain to hear through the post-office from enough people to justify such enormous expenditure. And think of the vast number it would take.

The Government, it is true, carried this paper at a low rate—according to the figuring done at Washington, at a loss to the Government, nevertheless, just the rate that the law prescribes—but indirectly there is derived by the Government a vast volume of profitable postal business, making good any possible loss from it and yielding a net revenue that far more than justifies the liberality extended to the paper.

And I venture to say that such paper's necessary postage expenditure for first-class matter in the conduct of its own business and the profits thereon to the Government will more than balance any possible loss sustained by the Post-Office on the paper itself.

Instead, therefore, of the carriage of second-class matter at the low rate of a cent a pound being the cause of the deficit in postal revenues, it is what makes the Post-Office Department so nearly self-sustaining, and every successful effort made to restrict and curtail the amount of legitimate second-class matter and to harass and frighten publishers from developing their enterprises goes just so far toward increasing the deficit, and besides "gives a black eye" to the business energies of the United States, whose lifeblood is drawn from newspaper advertisements.

It will be said that this is mere assertion, and that no proof is forthcoming. Admitted; neither has there ever been any proof

given that the carrying of second-class matter at a cent a pound is the cause of the postal deficit. In the absence of expert testimony, there is such a thing as gumption in the world, and when this is brought to bear upon a problem like this, it goes further toward a correct solution than a little thoughtless figuring; it is better sometimes to think than to figure.

Therefore it seems to me that newspapers and periodicals that are decent and fit to print at all should be encouraged; they should not be in the least hampered in their efforts to obtain circulation. The laws, as passed by Congress, prescribing the postal privileges of newspapers and periodicals, and which Congress in its wisdom year after year refuses to alter or repeal, are in the main wise and salutary, liberal and just.

An organization of business men, connected, I believe, with certain boards of trade, has been working several years for 1-cent postage, and are still at it, judging from the literature now being circulated in its behalf.

It seems its purpose is to have only two kinds of mail matter—sealed letters and postal cards in one class, and in the other newspapers, other printed matter, and merchandise. The principal aim seems to be to make letters and all other things but newspapers pay one-half what they now pay, and to require newspapers to pay eight times as much.

The wise doctors who seek to cure postal inequalities in this curious manner of course do not give the slightest credit to the newspapers for creating first-class mail through correspondence between the men who advertise and those who answer advertisements; they appear not to recognize the truth that knowledge gained by the people, from a universal reading of the public press, is a large factor in forming the letter-writing habit; they seem not to know that the ignorant do not write letters nor transact important business; nor are they aware that publishers of widely circulated newspapers spend almost as much for postage for first and third class matter in the conduct of their business as upon second. They may know these things, but they choose to ignore them.

They want to be able to mail their own letters at a cent apiece; and to bolster up their cause they make the following statement in their circular: "During the year 1904 there was of second-class matter 610,000,000 pounds, costing to mail  $16\frac{2}{3}$  cents per pound, a total of \$101,626,000, receipts from second-class matter being only \$5,697,198, showing a loss to the Government from publishers' 'subsidy' of \$95,928,802." Why did not they make it \$950,000,000 and be done with it? Such a declaration would have been a little further from the truth, but it would be more picturesque and quite as convincing.

This warped statement, it is said, is not original with them, but is taken from the Post-Office Department's reports. Perhaps it was, but if anybody believes it, he must be amazingly credulous. Some such statement as this is, I know, a standing joke of the Department, originated several years ago by some novice at the head of postal affairs, but it has about had its day. It does no credit, at this late hour, for any postal reformers to try to revive it. They have got to tell the truth or go out of the postal reform business.

Now, as to free Government matter: Let us take the Agricultural Department and consider the vast amount of free mail matter sent out by the different bureaus. There is the Weather Bureau, the Bureau of Chemistry, of Plant Industry, of Animal Industry, of Entomology, of Forestry, etc., all busy the year round patronizing Uncle Sam's postage facilities, and not paying anything for them. Not only is mail sent out, postage free, from these departments, but envelopes are inclosed to be returned in correspondence free of postage, and this not only from the Agricultural Department, but from all other Departments.

Consider the hundreds of tons of agricultural literature sent out by the Hon. James Wilson and his assistants in the course of a year. to say nothing of plants and seeds. Not only are farm bulletins sent out, postage free, from Washington, but there are 45 State experiment stations throughout the country, each of which is firing off bulletins at the farmers, all passing free through the mails.

These bulletins teach just what the farm papers teach. They are very valuable and important and ought to go out freely into every corner of the land, into every rural home. However, were it not for the farm papers, calling attention to them, few would ever reach the destination, or produce the effect intended. The facts contained therein are copied by the papers, and thus made effective in fulfilling their useful mission. Do you realize that during the last fiscal year there were prepared by the Agricultural Department at Washington, and at the different experiment stations, 648 different bulletins, including documents, articles, reports, and Yearbook, all of which were mailed free of postage, and for which the Post-Office Department gets no credit when reckoning up its profit and loss? The Yearbook alone, if paid at book rates, would cost 28 cents per copy. A weekly farm paper goes out 52 times a year; a monthly, 12 times a year; these bulletins and other documents go forth on an average of 2 every working day.

Congress thinks well enough of this sort of literature not only to originate it and print it at great expense, but to deliver it free of postage to any one who asks for it, and the farm press is constantly urging farmers to have it sent them, though it comes in direct competition with them.

The Government is competing with private enterprise in this matter every day in the year. No finer example of magnanimity and public spirit is displayed anywhere than in the attitude of the farm press toward Government farm bulletins.

Few publishers complain that it is unjust for the Government to thus enter their field and supply farmers with literature advantageous to their calling, sent postage free, in rivalry with their own business, but they aid the Government all they can to spread the knowledge contained in the bulletins far and wide over the country.

They do not even object to the requirement that they themselves pay postage while the bulletins go free, but they do object to the charge so persistently made that the postal deficit is due to the liberality shown them in postal privileges. They do object that these privileges are called "subsidies," and that they are constantly charged, by high Government officials, with abusing their privileges and rioting on the bounty of the Government. They are tired of being used as a stalking horse to cover the sins of others and

to have the finger of scorn pointed at them from year's end to year's end. They are weary and want a little rest.

Another thing, in the year 1899 there was a weighing of all mail matter in order to determine the rate of pay for railroad transportation. The weighing lasted about a month, and the result was that it was found that more than half of the mail matter consisted of equipment—that is, mail bags, cord fasteners, locks and keys, and such things, and also that only 40 per cent of mail matter paid any postage at all. It is said that there were then in service 1,600,000 mail sacks and pouches, and if these were distributed each day and all of them were used and the same amount placed in each there would be less than 2 pounds of mail in each. This statement seems incredible, but if measurably true, it shows a strange condition of affairs.

Now, then, of the 610,000,000 pounds of mail matter referred to in the circular of 1-cent letter postage advocates, something like half was equipment of some kind, and so there could not have been the enormous amount of second-class matter that would create a loss to the Government of \$95,000,000 in one year; oh, no. Part of that deficit must have come from the railroad charge for the carrying of empties, and empties would have been carried, at least weighed and charged for, if there were only letters to go. I have never yet heard any postal reformer say that newspaper publishers were responsible in any way for empties. They have been blamed for full bags, but for empties, never.

Let us examine a little closer the oft-repeated charge that publishers are enjoying an annual Government "subsidy" of \$95,000,000. Previous to and during the civil war, and for a full decade thereafter, a subscriber paid postage on his newspapers to the postmaster; then, beginning about 1875, the publisher paid the postage and charged it in his bill to his subscriber, making a separate item of it; and a few years later publishers generally assumed the payment of postage. In September, 1878, Orange Judd, the great pioneer in farm journalism, made this announcement:

Beginning with January the publishers of the American Agriculturist (then a monthly) propose hereafter to assume the entire expense of prepaying postage, amounting to over \$10,000 a year.

The Scientific American was \$3.20 a year, the 20 cents being for postage; in 1886, the publishers assumed the responsibility of postage and furnished the paper at \$3 a year, postage paid.

Where, then, is the Government "subsidy," if not in the pockets of the people who read the papers, which includes about everybody?

Inasmuch as the postage used to be four times the present rate, and publishers' so-called "subsidy" is put down at \$95,000,000 a year, it is evident that subscribers, that is, the people themselves, are enjoying a "subsidy" of four times \$95,000,000, or \$380,000,000 a year, of which publishers are paying one-quarter. That is, if it be true that publishers are really being subsidized to the extent of \$95,000,000 a year.

In other words, there is no "subsidy" at all, as claimed by the foolish, but simply that the lawmakers of the greatest Government on earth have been wise enough to see to it that the people shall have periodical literature within easy reach, and with as little expense as

possible. Publishers are aiding the Government by annually paying several million dollars of the (so-called) subsidy.

In Washington a new magazine has had a bornin', called Madden's Magazine. I have been reading it and find it a pretty good magazine. It ought to be entered as second-class matter, but the number before me is not. In their efforts to obtain their share of Government "subsidies" the publishers may have been halted by the Third Assistant Postmaster-General, but surely without cause. The leading article in the April number is by Henry A. Castle, who alludes to the farmer as the "New social and financial power." Mr. Castle says:

There are to-day 11,000,000 farmers in the United States. They directly care for and support 50,000,000 people. Their aggregate wealth is officially estimated at twenty-two billions, and their annual product is worth six and one-half billions. They are the backbone of the nation. \* \* \*

The farm has almost ceased to be a place of drudgery. Invention has made it a manufacturing plant run by machinery. Farming is a sure business that attracts the student and the business man. It is becoming more and more a scientific avocation. Botany, chemistry, and all the sciences are being applied to its operations. \* \* \*

The agricultural experiments of the United States have added more to the wealth of the nation in ten years than they would cost the Government in two hundred years. They have sifted theories and tested practice. They are digging up new knowledge to lessen labor and increase profits. They are giving the agricultural colleges a definite science to teach. They are reaching out the arms of modern science and art to every farm home, teaching the farmer business methods, destroying his insect enemies, showing him the character and capacity of his soil, and stirring in him a consciousness of the latent power of his own mind. \* \* \*

The stations have developed and distributed new varieties of grain, stimulated the production of new and profitable plants, solved many problems of feeding, developed new knowledge in irrigation, improved the character and increased the yield of butter and cheese, stopped the sale of millions of dollars' worth of fraudulent fertilizers, brought out a new, cheap, and accurate measure of the value of milk, perfected and popularized the silo, and brought the farmers' attention sharply and intelligently to the great primary question of the retention and increase of soil fertility. \* \* \*

The farmers of the current era are not the groaning pessimists of a decade ago. They are aggressive and progressive empire builders; they are investors; they are students. They now farm with their brains as well as with their brawn. They have paid off their mortgages. They are surrounding themselves with the good things, the creature comforts, and many of the luxuries of life. They are remodeling and rebuilding their residences, their stabling, and their fencing. They are installing telephones, hot-water plants, and modern machinery of all descriptions. They are utilizing electric motors and giving their sons and daughters college educations. They are building good roads, enjoying a free mail delivery and a network of interurban trolley lines. In a thousand ways they have advanced their standard of living as compared with that of the preceding generation.

Mr. Castle is right, of course, and you and I know it; but let it not be forgotten that this marvelously rapid development of farming interests set in about two decades ago, and that it was about that time, largely through the instrumentality of the agricultural press, that the Department of Agriculture was instituted and the State experiment stations established. It may seem to some a strange coincidence, but it is plain enough to you and me.

Another coincidence that may seem strange to some is that it was about the same time that Congress, in its wise forethought, adopted a cent-a-pound rate for newspapers and periodicals.

Do Mr. Castle and Madden's Magazine suppose it would have been possible to have given their readers such an eloquent and glowing account of the wonderful development of agriculture and prosperity

of the farmer under the old régime, before agriculture was given a Cabinet office, before the day of experiment stations, and the tremendous development of the farm press so greatly stimulated by the low rate of postage? Of course it would and did take about a decade for the full effects of these reforms to be felt and a decade before they could be recognized by Mr. Castle and others.

I do not claim too much for the farm press. Publishers are not responsible for all the good things that have come upon the farm and upon the country, but they have done a part, and a great and honorable part, in making the farmer, as Mr. Castle calls him, the "new social and financial power," and if the 1-cent letter postage advocates do not give them credit they will give themselves credit. And who shall say they do not deserve it?

There is much still to be said on the proposal to increase the postage rate on newspapers and periodicals, but the most yet to be said must come from those who believe that the present rate is high enough, for the other side has said about all there is to say, and rather more.

The statement that "two-thirds of the weight of the mails belong to the second class and yields only 4 per cent of the postal revenue" has been made in Department reports and in press dispatches so often that we all know it by heart. If there is a shadow of truth in the statement, that's all there is. The inference that this constitutes a "subsidy" to publishers has no foundation in fact whatever.

The law as originally enacted by Congress establishing a postal rate of 1 cent a pound was intended to benefit the people who read the papers and not as a bounty to publishers. Publishers in the same liberal spirit shown by Congress took upon themselves the burden of the reduced postage. Therefore, to say that publishers are enjoying a "subsidy" in the low rate is doing violence to our mother tongue.

Should the postage on all newspapers and periodicals be increased, as proposed, to 4 or 5 cents per pound, or to 8 cents, as advocated by many, the additional postage must inevitably come in some way from the pockets of the people. Yet this fact has been utterly ignored by those who advocate a higher rate, and publishers have for years been reproached as being the recipients of Government bounty to which they are not in justice entitled.

Senator Bailey truthfully says that:

The work of carrying second-class matter is not done for the publisher, but for the reader. If the expense of carrying was higher, the reader would have to pay the increased cost.

Congress intended that the people should have cheap periodical literature, and went about securing it to them in a reasonable, practical way by reducing the rate of postage. In this the lawmakers showed great wisdom and foresight. They did a grand, noble thing for the country.

For the benefit of those who have not looked carefully into the matter and are still in doubt let me present a few figures. It has been published a thousand times and more that it costs the Government from 5 to 8 cents for every pound that the Government carries in the mails. I presume 6 cents per pound is about the average estimate given.

Going back to 1897 we find there was carried of second-class matter 310,658.155 pounds, and the postal deficit was \$12,133,392.88. Then



down to 1902 there was a rapid increase in the total weight of second-class matter and an equally rapid decrease of the postal deficit. Here are the figures for five years:

	Pounds second-class matter.	Postal deficit.
1897 .....	310,658,155	\$12,133,392
1898 .....	336,126,338	9,341,258
1899 .....	352,303,226	7,902,041
1900 .....	382,538,999	5,385,687
1901 .....	429,444,673	3,923,727
1902 .....	454,102,359	2,937,649

showing an increase of pounds carried for the whole period of 143,494,207, and a falling off of the postal deficit of \$9,196,443.07.

It was during the latter part of this period, when the deficit was on the point of being wiped out, that the Third Assistant Postmaster-General began his campaign for a higher rate of postage on certain classes of newspapers and periodicals, for the reason that such mail matter was the cause of postal deficits, yet he said in his annual report for 1903, that: "But for the sudden and extraordinary increase of expenditures for a new, though necessary, branch of the public service, the deficiency in postal revenues, would, in the usual course of events, by this time, be cut down to a nominal figure," reference being made to the rural free-delivery system.

A year later he declared:

It is evident that were it not for this extraordinary expenditure (meaning for free rural delivery) the postal service would now be about self-sustaining. It is believed that as soon as the free-delivery service is fully established the increase in the expenditures on account of that service each year will not be more than the normal increase of other items of the service, and that within a short time after such normal conditions obtain the postal service will again be self-supporting.

Mr. Cortelyou himself says: "That at this time there is a decided improvement in the service over the old conditions, which were weighted down with abuses, and there are further reforms in contemplation that may render rural delivery more nearly, if not quite, self-sustaining," thus confirming the statements of the Third Assistant Postmaster-General. Doubtless when this is accomplished, and the Post-Office Department is given credit for carrying \$20,000,000 of mail for other departments of the Government, provided the present newspaper rate is allowed to stand as it is, we shall hear the last of postal deficits, and may look for a postal surplus, enough to secure several needed improvements in the service, such as a further development of the rural carriers' system, better pay for the carriers, a parcels post, and in due time, perhaps, 1-cent letter postage.

Quite a number of things are found in Mr. Cortelyou's first annual report sent to Congress last December that have never appeared in any former report, for he wrote the whole document himself. Here is one:

It is sometimes said that the Post-Office Department should be self-sustaining. Such a condition would be gratifying, but I am less concerned about the deficit than I am about improved administration.

Here's another: "An estimate of the cost of free Government matter sent out for the year ending June 30, 1904, as given on page 78, is

\$19,822,000," and the report adds: "If the estimated loss of revenue on Government free matter during 1904 were based upon its proportionate weight of that of the first, second, and third classes, and postage thereon calculated at the rate paid on those classes, it is manifest that the loss would largely exceed \$19,822,000." Note that this was as far back as 1904; no estimate is made for 1905 or 1906, but on the basis of estimation these would show a still larger amount.

So, as Mr. Cortelyou says, the loss to the Post-Office Department on free matter—that is, the matter sent out and received by the other departments of the Government, the Army and Navy establishments, the Departments of State, of the Treasury, of the Interior, of Agriculture, of the Agricultural Experiment Stations of 45 States, of all the different bureaus, Pensions, the Census, Geological Survey, for free seeds, and for the judicial, executive, and legislative branches—would, in 1904, "largely exceed" \$19,822,000, while on the top of all this it is shown that there was an extraordinary outlay of \$12,645,-275.79 for free rural delivery, while the sum total of postal deficit was only \$8,779,422.36. Taking the so-called deficit for 1904, \$8,779,-422.36, from the sum of the above figures, we discover that there would have been earned that year under normal conditions a surplus of \$23,687,853.43, and a similar sum each year since. Some such amazing figures as these might have appeared in each post-office annual report for the last six years, yet they never did, but, instead, pages were given to exploiting the theory that there was a large deficit in the postal revenues, placing the onus upon the laws passed by Congress, a very ungracious thing to do, and upon publishers who had magnanimously lifted the burden of the cost of postage from the shoulders of the people to their own.

On the publishers' side of the second-class rate question much stress has been laid upon the alleged excessive charges made by the railroads, but I shall not go into that very fully. For the present fiscal year Congress has appropriated for railroad transportation about \$49,000,000, which seems to be a very large sum, when it is admitted that more than half of it will go for the transportation of equipments, as pouches, sacks, locks, etc.

For the reason that first-class mail, letters, postal cards, etc., is carried in leather pouches, while the other classes go in lighter canvas sacks, it is said that every 100 pounds of the latter require 113 pounds of equipment, while 1,000 pounds of equipment are required for every 100 pounds of letter mail. "There is nothing like leather," and here is proof of it.

Let it not be forgotten that publishers pay the Government \$20 per ton for their papers; doesn't it seem enough when the Government is so generous toward the railroads that it pays for transporting 1,000 pounds of leather, locks, etc., for every 100 pounds of letters? There are those who would require publishers to pay \$80 per ton for their papers. Mr. Fitzgerald's bill calls for \$100 per ton, but there is a louder clamor for \$160 per ton (8 cents per pound).

It is no unusual thing for the railroads to haul live hogs from Chicago to Philadelphia, a very inconvenient as well as unpleasant kind of freight. The hogs have to be fed and watered on the way; they can not be stacked one upon another, so require much space. What do the railroads charge for this service? Is it \$160 per ton?

No. Is it \$80 per ton? No. Is it \$20 per ton? No. They do it for \$6 per ton and are glad of the job.

Now, in this free and enlightened America, a country of culture, refinement, and progress, in the opening years of the twentieth century, isn't it strange that there can be found those who believe that the publishers of literature for the people ought to be taxed for the transportation of their goods a higher rate than is paid for live hogs? Not only a higher rate, but a rate more than 25 times higher. The distance from Chicago to Philadelphia is something over 800 miles, which is more than the average length of a postal haul. Of course, mail trains go faster and therefore are more costly, but \$15 extra per ton ought to balance that.

In the city of Philadelphia in a single month there were 197 arrested for various offenses of youths ranging in age from 8 to 16 years. The nationality of these children is given as follows: American, 75; English, 14; Irish, 34; German, 18; Italian, 8; Polish, 16; Russian, 32; total foreign, 122.

This in a city rather noted for the smallness of its foreign population. Of these wayward children 182 are boys who will soon be invested with sovereign rights of American citizenship. With such a problem as this staring the American people in the face, is it a good time for Congress to raise the cost of knowledge by increasing the postage tax on newspapers? Rather ought not good periodical literature, the same as public school education, be made as accessible as possible? Let Congress pause and consider well before it takes any step backward.

There is a sliding scale in the payment of railroad mail transportation by which the more carried the less the rate of cost—that is, if for 1,000 to 1,500 pounds the rate per ton per mile per day would be about 40 cents, increase the amount to 3,500 to 5,000 pounds; the rate per ton per mile per day would be less than 20 cents. If there were only 200 pounds of mail, the railroad cost would be \$1.17 per ton per mile per day. So, when the weight of second-class matter is increased it does not mean that the cost to the Government is proportionately increased by any means. But it does mean that the weight of second-class mail brings down the rate of cost of first-class mail, and the more weight of mail there is the less the rate of cost. But this significant fact is never given alongside of the statement that "two-thirds of all mail matter is second class, and only pays 4 per cent." No.

To cure the evils relating to postage on second-class matter, the Third Assistant Postmaster-General, in his annual report for 1902, the same reappearing each year since, proposed the following:

The solution of the whole problem is that a new postage rate be created and applied to all publications now admitted to the second class, except daily, triweekly, semiweekly, and weekly newspapers, and for all others a rate of postage not less than 4 cents per pound.

"Not less" than 4 cents, whatever that means. It is of such an elastic nature that it may mean 6, or 8, or even more. Mr. Fitzgerald's bill, now before Congress, calls for 5 cents, and several other measures advocated demand 8 cents. There is not much choice, for either rate would destroy tens of millions of the property of publishers, ruin many absolutely, and inflict immeasurable damage to the "men who advertise," and who does not?

Let us inquire into the merits of this proposal. In the first place, would not such a measure, if adopted, induce publishers of monthlies and bimonthlies to change their publications into weeklies? Indeed, would it not tend to obliterate the bimonthly class altogether and lessen the number of monthlies? What publisher would pay 4 cents if he could join the 1-cent class? So that many papers would issue weekly instead of monthly, quadrupling thus in each case the total number sent out. The quarterly magazines, now largely made up of scientific publications, would have to pay the new rate or go out of business, but there are not many of them and they do not cut much figure. Their elimination might hurt the cause of science, but would not go far toward abridging the extent of the deficit.

Just how the deficit complained of is to be wiped out by offering a grand prize for monthlies and bimonthlies to change to weeklies and enter the mail bags from two to four times as often is hard to see, and just what is to be gained by murdering the scientific quarterlies is equally incomprehensible. The remedy proposed I know is well meant, is honestly intended, but it is feeble and inadequate beyond compare. If anybody says "gumption" about a scheme of that sort he must be talking in his sleep, or reading a page from his dream book. For one thing, the publications that are to be taxed 3 additional cents per pound (or more) are largely the ones that create first-class mail, and thus help to keep the deficit within bounds.

As to the reasonableness and justice of such a remedy, let me ask why the *Saturday Evening Post*, weekly, should be favored with a "subsidy," so called, at 3 cents per pound (or more) and the *Ladies' Home Journal*, monthly, published by the same company, should not? The *Police Gazette* is a weekly and to continue to be mailed at a cent a pound, while *Woman's Home Companion*, *Sunday School Journal*, *Good Housekeeping*, *Country Life in America*, and *Atlantic Monthly* are to be taxed 4 cents.

There are over 200 medical journals published for the advancement of medical science, nearly all of which are monthly or bimonthly, these to pay four times as much as they do now; the *Sporting Clipper* and the *Family Story Paper* to continue at a cent a pound.

*Harper's Weekly* to remain at a cent a pound, while the *Bazaar*, for ladies, by the same firm, is to pay 4 cents; the *Literary Digest* to pay 1 cent; the *North American Review* to pay 4 cents; *Outing* to pay 4 cents; the *Outlook* only 1 cent; *Farmers' Advance*, of Chicago, to pay 4 cents; *Farmers' Review*, of the same city, only 1 cent.

*Record of Christian Work*, *Farm and Home*, *Green's Fruit Grower*, *World Wide Missions*, *Poultry Keeper*, *House and Garden*, *Review of Reviews*, *World's Work*, and *St. Nicholas* to pay 4 cents, while *Rob Roy's Police News* and *Sporting Life* to go for 1 cent, and so on. Is it just to make such distinctions? Is it right to quadruple the tax (or more) on one class of publishers and not on another, even if something could be gained to the postal revenue by such a course?

Now, this unrighteous proposition is, if possible, to be urged upon Congress the coming winter, and no stone will be left unturned to carry it through. I do not mean that Mr. Cortelyou will stand for it, for I do not believe he will; nor will the President; but Congress is the lawmaking body, and it behooves publishers to appeal to Congress for justice. And now is the time to begin, while the Members

are at home, with more leisure than they will have after Congress assembles to study the subject. The urgency of this appeal may be measured by the greatness of the calamity that threatens.

The present rate of postage on second-class matter is right: it is high enough; it is right for publishers, right for the men engaged in the business of the country, right for the United States of America. The present rate actually pays the Government in dollars and cents, all things considered. It would be wrong to tax one publisher a higher rate than another, and it would prove a public calamity to make it more costly for the people to obtain their literature by a higher government postage tax. All indecent newspapers should not be carried at all; all others should stand on an equal footing, with no increase of rate.

Suppose the rate raised for all papers to 8 cents per pound, as demanded by many advocates of postal reform, what would be the result to publishers? Think of it, publishers, how would it affect you? How would it affect subscribers? How would it affect advertisers? Would not the day of the house organ begin again? Would not all large establishments seeking business through the mails establish their own organs and do their own advertising? This would be vexatious, costly, and unprofitable to them, which they would only find out by experience. Where now there is one legitimate paper would there not soon be ten house organs and half of the papers now in existence perish for a lack of sustenance? The publisher could not well throw the tax directly back on subscribers. Many papers now depend upon the advertising agencies for a large part of their business. Should a reign of the house organ begin, what would become of the advertising agencies? Their occupation would be gone, and as for periodical literature itself, would it not go into desuetude? Would our people be benefited? Would the millions a year who crowd our shore from the old world be benefited? (There are hundreds of papers printed for their benefit.) Would anybody be benefited? Members of Congress, publishers, advertising agents, and business men will please put these questions into their think boxes and see what happens.

Is there, then, no need of a revision of the postal laws relating to second-class matter? The answer is that some changes would be beneficial in the matter of administration, but the muddle matters have got into is mostly due to the persistent attempt that has been made, first, to bring the laws into disrepute and then have Congress change them, which it thrice refused to do; and failing in that, to modify or nullify them by a strained interpretation thereof, by rules and regulations out of harmony with the intent of Congress, and a further effort to bulwark these rules and regulations and rulings founded thereon by court decisions.

There is far more need of a revision of the rules and regulations than of the laws on which they purport to be founded: Congress made no mistake; only the tinker has blundered. Admitting that some changes in the laws would be beneficial, what ought they to be? For one thing, publishers ought to be taken out of the smuggler class and be accorded treatment that belongs to other honorable business men. Their rights should be so clearly defined that they may know at any hour of the day or night just "where they are at." It should be placed out of the power of any subsidiary Government official to

close up their establishments and destroy their business at a moment's notice on pretense that some rule or regulation has been violated. They should no longer be compelled to make journeys to Washington to carry on vexatious suits or defend themselves in capital courts at vast and sometimes ruinous expense, while their business is being neglected at home. They wish their rights to be clearly set forth, easily understood, and immutable. Publishers pray Congress to protect them as other business men are protected from the exercise of arbitrary power, against which they are now helpless.

For two successive years the head of a subordinate branch of the postal service has asked Congress to appropriate \$25,000 to pay special counsel to prosecute publishers, and to defend suits brought by them in maintaining the right to live and carry on their business, and his request has been granted, notwithstanding that the Department of Justice has on its pay roll 8 assistant attorney-generals, 15 assistant attorneys, 5 special attorneys, and 8 special assistant attorneys.

If it is a crime for a publisher to push the circulation of his paper, contributing thus by the diffusion of knowledge to the sum of human happiness, illuminating the minds of men, and lighting up the dark places of the land, then it may be right to prosecute them—not otherwise. It is no crime, far from it; but there is in this extraordinary proceeding a serious menace to the rights of the citizen and the liberty and independence of the press; and a stigma has been cast upon the fair name of the whole publishing fraternity of the United States. Let us hope, therefore, that Congress will be more alert if such an unusual and improper proposal ever comes before it again.

The three great civilizing, ennobling influences of the age are the church, the little red schoolhouse, and the newspaper. Equal recognition and honor should be accorded to each, all alike should be encouraged and enabled to fulfill their beneficent mission to mankind. No obstacle should be thrown in the way of these potent influences for good. There are none in respect to the church and the schoolhouse, but the newspaper is under ban, and we are now taught that its circulation must be restrained by arbitrary power and held within certain contracted bounds. The Government itself undertakes to perform the restraining act and to say "thus far and no farther" shalt thou go. As wise to issue edicts against the church and limit its membership; as well club the children hungering and thirsting for knowledge away from the threshold of the little red schoolhouse as to menace the newspaper and throw stumbling blocks in the way of its holy mission—the uplifting of the people. Open the door of your hearts, brethren, and give alike generous welcome and good cheer to the church, the schoolhouse, and the newspaper.

There is a screw loose in the sample-copy feature of the postal laws that, perhaps, ought to be tightened up. The law relative to sample copies is that they may be mailed the same as subscribers' copies, at a cent a pound. The purpose of this was to facilitate the building up of circulations, and resulted beneficially. The law places no limit on the number of sample copies that can be mailed at pound rates. No limit was intended by Congress. But the Post-Office Department abolished the law and made a limit, an arbitrary

and unjust one. It made a rule that no publisher should be permitted to send out more sample copies than he had subscribers. It is true the sample-copy feature of the law was taken advantage of by some publishers whose circulations were made to consist most largely of that class. This certainly constituted a violation of the intent of the law, which needed correction by Congress.

Under the rules and regulations as made by the Department, an old established newspaper, with a profitable patronage and a circulation of a million copies, that no longer needs the sample-copy privilege, may send out a million copies each issue; a publication just starting, with a circulation of 500, whom the sample-copy privileges of the law were intended to help, can only send out 500 copies each issue, virtually giving to the rich and well-established paper such advantage that the beginner finds himself greatly handicapped. This is, indeed, strangling the babies in the cradle. When an Executive Department of the Government finds a law on the statute books which it does not approve and undertakes to make one more acceptable to its mind, instead of leaving it to the people through their Representatives in Congress, this is the kind of fist it usually makes of it.

The sample-copy feature of the law as it stands may well be corrected by Congress. Rural post-offices are piled up with sample copies, many of which are never taken out, but go into the wastebasket or are used as wrappers for store goods. The Government loses in carrying such papers, the publishers lose also in printing them and sending them out. They are not a source of much first-class mail, for many of them are not read. They are a sheer waste from every point of view. Some are taken out, it is true, for there are folks who depend upon sample copies for their winter reading. Even in this country there are some so poor that they can not afford to subscribe for a paper; to such the sample copy is a benefit. If fewer sample copies were sent out and they were sent out with moderation and discretion, it would lessen the postal deficit to a considerable extent.

For diseases of the human system mild remedies are usually the best, and so for the ills of the postal system drastic medicines are not needed. I therefore commend the following simple measure of relief to the thoughtful consideration of the Congressional Commission, of the Postmaster-General, and of brother publishers:

Make it the duty of the postmaster to return all copies of newspapers and periodicals sent to any patron of his office not subscribed for, not wanted, and refused to the publisher, the latter to pay return postage at the rate which now applies to papers sent by persons other than publishers. (The present rule is inadequate, and, such as it is, is not enforced.)

The patron's refusal, with the reasons therefor, should be backed up in writing, postmasters and carriers to be supplied with duplicate blanks covering the requirements. The publisher is willing to pay second-class rate on random, miss-fire sample copies; paying in addition postage at a higher rate for their return would be quite another matter.

The Government would be compensated and be saved the cost of handling and carrying hundreds of tons of useless stuff, the publisher would be saved from further loss, our forests would not be cut down

so rapidly to make paper, the postmaster could get along with a less expensive waste basket, and everybody would be happy. Speaking from a publisher's standpoint, it seems to me that this rule, if enforced, would cure every bad case of the sample-copy habit. If the Commission will recommend these two simple changes in the postal laws, and Congress shall adopt them, they will be doing about all that is necessary to cure any real evil that exists.

It is to be marveled at and regretted that when the statement is made that "two-thirds of the total weight of mails belongs to the second class, while the revenue derived therefrom is only 4 per cent," that it should stand alone without some of the many modifying facts and figures that exist. It is not fair. Yet one would like to believe that a trusted servant of the people who would do such a thing is a victim of an accident, or does not know the significance of what he does. I try to believe so; but hereafter it would be pleasant to read in connection with it, when it appears in any form whatever, that the bulk of paid newspaper mail sent out from the large cities, from which it is mostly derived, is delivered at the post-office by publishers in large sacks, classified, tied up, and labeled to the post-offices and States where it is to go; that it is not opened, does not have to be handled or stamped, and goes forth to its distant destination.

That first-class mail has to be gathered, letter by letter, from post boxes in all parts of the cities, carried to the post-office, examined separately for overweight, the stamp canceled and date of receipt stamped thereon, etc., requiring many clerks to do the work. At the office where received, also, the postmaster or his clerk is there with his canceling or date stamp, who is paid a large aggregate sum for his work; so all along from the writer of the letter to its recipient there is a rate of cost that does not belong to the second-class mail.

In summing up the expenditures of the Post-Office Department for 1905 there seems to be at least \$25,000,000 that apply solely to stamped mail, to handling, stamping, stamps, equipments, and which has no application to second-class matter.

It is a mistake to suppose that any restrictive rules and regulations are necessary to prevent publishers from printing and sending out too many papers. For if they overstock the market the goods will be thrown back on their hands. This is a universal law of business; it is inevitable. Subscribers will take and read only what they need; advertisers will not support any medium that is not read, because it will not pay and it will perish. Folks know when they have got enough, and they can not be forced to take any more; the output is self-limited. Therefore let publishers alone; there should be free trade in knowledge, and the venders of knowledge should not be hobbled any more than the venders of boots and shoes.

Congress should take its stand upon the immutable principle that newspaper circulation is not a crime, and it is not a fault; that neither a law on the statute books, much less arbitrary power outside the law, should ever be invoked to curtail the liberty and independence of the press, which are a sacred inheritance from the fathers; or to cripple newspaper enterprises or bankrupt those engaged in this noble calling. That for publishers to send their papers into the very confines of the Republic, into every home, however rich, however humble, to brighten and to bless, is a great and beneficent work,



worthy of all praise and all honor—worthy of the nurturing care, rather than the antagonism of government.

The Commission (at 5 o'clock and 36 minutes p. m.) adjourned until Friday, October 5, 1906, at 10 o'clock a. m.

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NEW YORK, *Friday, October 5, 1906.*

The COMMISSION met at 10.30 a. m.

Present: The chairman (Senator Penrose), the vice-chairman (Mr. Overstreet), Senator Carter, Representative Moon, and the secretary.

The VICE-CHAIRMAN. The first association noted upon the programme for to-day is the Postal Reform League, represented by Dr. Emanuel Pfeiffer, its vice-president. Is he present?

There was no response.

The VICE-CHAIRMAN. The next is the New York Republican Editorial Association, represented by Mr. John J. Platt. Is Mr. Platt present?

There was no response.

The VICE-CHAIRMAN. The next is the Kansas Editorial Association, represented by Mr. W. E. Blackburn, its president. Is Mr. Blackburn present?

There was no response.

The VICE-CHAIRMAN. The next is the Educational Press Association, represented by Mr. John MacDonald, its president. Is Mr. MacDonald present?

There was no response.

The VICE-CHAIRMAN. The next is the United Typothetæ of America, represented by Mr. William Green, its president. Is Mr. Green present?

Mr. GREEN. Yes.

The VICE-CHAIRMAN. You may come forward, Mr. Green.

Permission will be granted by the Commission to those other associations which have just been called here, to file written briefs, if they so desire; but not having been present upon call, and probably not intending to be present, as to those associations the hearing will be closed, other than through the permission to file printed briefs.

#### STATEMENT OF MR. WILLIAM GREEN.

Mr. GREEN. Mr. Chairman and gentlemen: I submitted to your secretary a printed brief, but since I came here several things have come up. I have listened to the representatives of these different kinds of papers, each one claiming that his is the only really educational factor in the United States, and that none of the rest are really in the same class with them. I have listened to Mr. Madden, and heard him say (and I think it was said that that had been sustained by the court) that the rulings of any previous Postmaster-General should not act as a precedent with a following Postmaster-General.

The VICE-CHAIRMAN. I think he stated that that is what the court had held.

Mr. GREEN. Yes; and that the court had so upheld it. We as common printers think that is pretty hard. We make our calculations on what the law now is.

The VICE-CHAIRMAN. Will you be kind enough at the outset to state the scope of your organization? You are not publishers, are you?

Mr. GREEN. No; we are just common, plain printers.

The VICE-CHAIRMAN. Will you state the character of your organization?

Mr. GREEN. Our organization is the printers' organization of the United States. It is divided up into locals all over the country.

The VICE-CHAIRMAN. The Typothetæ?

Mr. GREEN. The Typothetæ, and we speak not as publishers, but as printers.

The VICE-CHAIRMAN. In what respect, from your standpoint, is your status or relation to second-class matter other than that of any independent business? Is it simply because you print the publications?

Mr. GREEN. Because we print the publications.

The VICE-CHAIRMAN. That is the connecting link?

Mr. GREEN. Yes. If publications are suppressed, we have less printing to do. The more restrictions there are on second-class matter, the less printing we have. Ours is not an ethical plea at all. It is simply business.

The VICE-CHAIRMAN. I wanted to get at the status of your association.

Mr. GREEN. We claim that all mail matter receiving the same service should be charged the same price. Those using the mails, whether publishers of daily newspapers, weeklies, monthly magazines, mail-order papers, house organs or catalogues, are in business, as a rule, primarily for profit and not from any disinterested desire to disseminate knowledge or to benefit mankind in general. The Government controls, through the Post-Office Department, practically our only means of placing individual copies of printed matter in the hands of the people throughout the country; it has a monopoly in this respect, and all the people are called upon to support it therein. Such being the case, there should be no discrimination in price for the same services. For such services as we receive on second class, all should pay alike, and if the Post-Office Department does not receive fair compensation for its handling, then the price should be increased to all alike, but in determining a fair price for second-class matter two important factors should be considered: First, the effect of second-class matter on the volume of first class; second, is the Government paying a fair or equitable price for the service rendered it by the railroads as compared to the price the railroads charge for the same service to the express companies?

Something has been said here about the express companies, but the packages carried by the express companies have a minimum weight of 5 or 10 pounds, and are not individual copies sent out to the people. The Government has a monopoly in this respect and, as I say, all the people are called upon to support it therein.

First, statistics show that increase of second class causes increase of total revenue and vice versa, and that their percentages of increase are practically the same; they show that the rates of second class to other

revenues have not varied more than one-half per cent in ten years; they show that each dollar of second class brings more than \$25 of other revenues.

	Paid second class, pounds.	Total revenue.	Treasury grants or deficits.
1885.....	101,057,963	\$42,560,848.88	\$6,066,473.00
1886.....	109,962,589	43,988,422.96	8,751,070.73
1887.....	126,234,833	46,887,609.39	4,746,107.06
1888.....	148,662,918	52,695,176.79	3,356,441.70
1889.....	161,636,127	56,175,611.18	5,745,017.89
1890.....	174,046,764	60,882,097.92	6,100,006.00
1891.....	196,942,092	65,931,786.72	4,441,772.08
1892.....	222,642,392	70,930,475.98	6,260,232.64
1893.....	255,684,213	75,896,933.16	6,727,828.43
1894.....	254,790,306	75,080,479.04	10,200,885.13
1895.....	265,314,382	76,983,128.19	9,872,962.53
1896.....	296,640,351	82,499,208.40	8,890,600.56
1897.....	310,658,186	82,665,462.73	12,133,392.88
1898.....	336,126,338	89,012,618.55	9,841,258.61
1899.....	352,703,226	95,021,384.17	7,902,040.68
1900.....	382,688,999	102,354,579.29	6,250,019.95
1901.....	429,444,573	111,631,193.39	4,001,345.17
1902.....	454,152,369	121,848,047.26	2,490,685.34

I had the honor to be on a committee which waited on President Roosevelt in 1902, and which presented these same tables and made these same claims. I had hoped that at this meeting of the Commission those tables would either be torn to pieces and shown to be wrong, or else acknowledged to be right or something put in place of them. It seems to me that the mathematical effect of the second-class matter on first and other classes of matter is very important. This table which I have put in here shows one thing. You will remember that I spoke to the assistant postmaster of the city of Chicago when he was here, and asked about the relation of the second class to the rest and the ratio of the deficit. It shows that the deficits have not followed the line that he intimated there, according to the Post-Office statistics. In 1902, the year when the greatest cry was made about the overloading of second-class matter, it ran down to 2 per cent. It is about 5.3 per cent now, but there are a great many causes, as has been shown, which are contributing to it.

In each year since 1885 there has been an increase from the previous year in second-class matter and in total revenue, except in 1894, in which year there was a falling off from 1893 of \$843,907 pounds in second class and of \$816,454.12 in total revenue. I have here a table showing the steps of the recovery from the great depression of 1893 up to 1902:

Year.	Paid second class.	Increase in year.	Per cent of increase.	Total revenue.	Increase in year.	Per cent of increase.
1894.....	\$2,547,908.06			\$75,080,479.04		
1895.....	2,653,143.82	\$105,240.76	4.1	76,983,128.19	\$1,902,649.15	2.5
1896.....	2,966,403.51	313,259.69	11.8	82,499,208.40	5,516,080.21	7.1
1897.....	3,106,581.55	140,178.04	4.7	82,665,462.73	166,254.33	.2
1898.....	3,361,263.38	254,681.83	8.1	89,012,618.55	6,347,155.82	7.6
1899.....	3,527,082.26	165,768.88	4.9	95,021,384.17	6,008,765.62	6.7
1900.....	3,825,389.99	298,357.73	8.2	102,354,579.29	7,333,195.12	7.7
1901.....	4,294,445.73	469,055.74	12.2	111,631,193.39	9,276,614.10	9.0
1902.....	4,541,523.59	247,077.86	5.7	121,848,047.26	10,216,853.87	9.2

*Second class and other revenue.*

Year.	Total revenue.	Second-class revenue.	Per cent of total.	Other revenue.	Per cent of total.	Other revenue to each \$1 second class.
1893 .....	\$75,896,933.16	\$2,556,342.13	3.4	\$73,340,591.03	96.6	\$28.69
1894 .....	76,080,479.04	2,547,908.06	3.3	72,532,570.98	96.7	28.46
1895 .....	76,983,128.19	2,653,143.82	3.4	74,329,984.37	96.6	28.01
1896 .....	82,499,208.40	2,966,408.51	3.6	79,532,804.89	96.4	26.81
1897 .....	82,665,462.73	3,106,581.65	3.8	79,558,881.18	96.2	26.61
1898 .....	89,012,618.55	3,361,263.88	3.8	85,651,355.17	96.2	25.48
1899 .....	95,021,384.17	3,527,082.26	3.7	91,494,351.91	96.3	25.94
1900 .....	102,354,579.29	3,825,399.99	3.6	98,529,189.30	96.4	26.75
1901 .....	111,631,198.39	4,294,445.78	3.8	107,336,747.66	96.2	24.90
1902 .....	121,848,047.26	4,541,523.69	3.7	117,306,523.67	96.3	25.83
Total .....	912,993,034.18	33,380,029.02	3.6	879,613,005.16	96.4	26.35

The table shows that the revenue from second-class matter has been between 3 per cent and 4 per cent of all revenue for the last ten years, never varying more than one-half per cent; and that every second-class dollar means \$25 to \$29 of other revenue.

The second class that brings the greatest returns to the Post-Office Department is that in which the most advertising appears.

Advertising is the bone and sinew of periodical literature to-day. And its volume is steadily increasing, as the observation of each man will attest. These advertisements must be in the main a source of profit or they would not appear and their mass increase. And the returns from them reach the advertisers mainly through the mails. A single issue of a single periodical will contain hundreds of single advertisements, each with its call to send for documents, or correspondence, or both. If the Department would gather the statistics of the mail matter, first, third, and fourth class, coming to and going from, say, 100 of the leading advertisers of the country, the result would be illuminating. And to the mass of mail matter the lines of second class antagonized by the Department contribute even more than their proportion. The very title of one of these lines—"mail order" paper—tells the story. If second-class matter could be divided into two groups, one containing what the Department is fond of calling "legitimate" and the other containing what the Department antagonizes, and the returns from each in postal matter other than second class be calculated, the proscribed group would show a larger percentage of returns from its contributions to second-class postage, dollar for dollar, than the other.

When the comparative cost of different classes is considered it will be found that the cost of handling second class is least of any.

The regular quadrennial weighings on each railroad route to settle compensation for mail transportation on that route for four years give only the total weights and do not return the classes of which that weight is composed. That was for years a matter wholly of conjecture. But there was a special weighing for thirty-five days in October and November, 1899, to determine the different classes making up the total. This weighing was ordered in every post-office, numbering then 74,684, and carried out in nearly all.

This special weighing showed that 51.2 per cent of the total weight carried was "equipment" (pouches, sacks, etc.), for which the Government received nothing.

The average weight of sacks of second class was 46 pounds (1900 report, p. 596). The sacks alone weigh 3 pounds, or 2 pounds 5 ounces each, so that 7 per cent, or 7 pounds to the 100, covers the equipment of the matter entering in sacks.

It also showed that each 100 pounds of second, third, and fourth carry 13 pounds nonrevenue, while each 100 pounds first class carries 903 pounds nonrevenue. It also showed that the amount of "Government free matter" outweighed all first-class matter. It also showed that in the 175 first-class post-offices 89 per cent of the total of second-class matter was mailed, and that in those 175 offices "equipment" was only 19 per cent. In the remaining 76,513 post-offices only 11 per cent of second-class matter was mailed, and their "equipment" is 79 per cent.

Senator CARTER. Pardon me, what is included in the "equipment." of which the weight is there reported?

Mr. GREEN. The pouches and the sacks or bags. For that the Government receives nothing.

Senator CARTER. I understand nothing except the sacks is included in the estimate of equipment.

Mr. GREEN. No, sir; the Government furnishes the sack.

Senator CARTER. I understand that; but where the weight of equipment is reported as 79 per cent of the total weight, you refer to the sacks as equipment, and to nothing else?

Mr. GREEN. Yes; the part that the Government carries free. The man pays for what is in that bag.

The VICE-CHAIRMAN. Does that include the rack on which the sack hangs?

Mr. GREEN. No. For instance, if I send up to the post-office a load of second-class matter, and I have 40 No. 1 bags and 40 No. 2 bags. when I pay my mail ticket on that matter the weight of those bags is deducted. That is the part that I mean by "equipment."

The mass of offices receive an average of 31 pounds per day gross, including nonrevenue matter. Supposing them to average three trips per day, the average amount per trip is about 10 pounds gross. If 31 pounds is the average, a vast number of offices receive much less, even down to pouches carrying only a postal, or on a return trip empty. This is not pointed out by way of complaint, but to indicate where the money goes. And in this vast mass of nonrevenue matter, only 11 per cent is second class. Of course, in its transit to its destination mail matter is constantly changing its position. Although first class can not be put in sacks, second class goes in the pouches. But there are no statistics describing such changes. There are, or should be, no equipment in the mails that have not "originated" in some office and been counted there.

Now, as to the price paid by the Government for transportation of mail:

The service for which the railroads get \$8.01 for mail matter was rendered by the same railroads to the express companies for, at most, \$2.43½, both sets often riding in the same trains.

The overpayment to the railroads from this one cause alone in 1903 was at least \$29,000,000.

Railroads have been paid in the last ten years \$356,821,636.80, of which at least half was overpayment.

The Treasury grants to make up the yearly deficit of the Post-Office for the last ten years have been \$74,777,106.45.

Senator CARTER. Have you any figures showing the relative space occupied?

Mr. GREEN. We have tried very hard to get it. I have on file in my office a sheaf of letters begging to have that done, and that was recommended by a previous committee; but we can not find out anything about it excepting that the space in most of the trains where there is not much second-class or first-class matter either is simply in the baggage car.

The VICE-CHAIRMAN. Have you made any inquiries into the relative proportion of the second-class mail to all of the other classes of mail carried in this way, which would to a certain extent indicate the relation of space occupied?

Mr. GREEN. I have nothing that I could put into statistics. Of course the amount of second-class mail is a great deal larger than the other.

The VICE-CHAIRMAN. The proportion is about two-thirds of second-class mail to all others.

Mr. GREEN. I should say it was at least that.

The VICE-CHAIRMAN. Would you regard the space occupied to bear about the same relation?

Mr. GREEN. Of course not, because your letters have to go in the cars where they distribute them, and so on. It certainly has a greater space. I do not think there is any doubt about that; only a great deal of that second-class matter that takes up this greater space is packed into storage and full cars going without change to various destinations.

Senator CARTER. Carried in bulk, whereas the other is distributed en route?

Mr. GREEN. Yes; carried in bulk.

I now wish to take up the subject of overpayments to railroads.

By the sliding scale in use, up to 5,000 pounds daily, the railroads are paid per mile:

	Per ton per mile per year.	Per ton per mile per day.
200 pounds or less .....	\$427.50	\$1.1700
200 to 500 pounds .....	256.48	.7081
500 to 1,000 pounds .....	171.00	.4687
1,000 to 1,500 pounds .....	142.48	.3908
1,500 to 2,000 pounds .....	128.25	.3513
2,000 to 3,500 pounds .....	85.50	.2342
3,500 to 5,000 pounds .....	68.40	.1873

These figures are furnished by Capt. James E. White, General Superintendent of Railway Mail Service, to the Commission to Investigate the Postal Service. See their report, Part II, page 681.

All matter riding either in postal, mail, or baggage cars is included under transportation. To get the actual payment to the railroads, the costs of transportation and postal cars must be added, as in the last column of Table B of the reports in any year. In these calculations that total is used.

Beyond the first 5,000 pounds, each 2,000 pounds is paid per year \$21.37, or 5.85 cents per ton per mile for transportation only. This is, to each 5,000 pounds beyond the first, two and a half times \$21.37, or \$53.42. This provision makes the yearly price:

First 5,000 daily pounds.....	\$171. 00
Every additional 5,000 pounds.....	53. 42
Excess price on first 5,000 pounds.....	117. 58

Under this system, payments of these additional five thousands can never reach, though always approximating, the 5.85 cents per ton per mile. In Table C, 1903 (pp. 160-299), there are 282 routes carrying 5,000 pounds and over, and they cover 51,849 miles. So this plan yields  $51,849 \times \$117.58$ , or \$6,096,405.42.

From Table B (p. 157, 1903 report), we find:

The total paid for transportation and postal cars.....	\$41, 886. 848. 59
The 282 routes were paid for transportation only .....	\$22, 905, 906. 27
From which deduct the.....	6, 096, 405. 42

And you have, at \$21.37..... 16, 809, 500. 85

And at higher prices you have..... 25, 077, 347. 74

Why should the Government pay two prices on the same order? The retention of this six millions would have much more than extinguished the deficit of 1903.

Under this complicated sliding scale, what is the average price per ton per mile paid for mail transportation? On any route, if one multiplies the miles into the daily weights and reduces the product to tons, he will have the tons carried a mile a day on that route. Then divide the yearly payment by the number of days, and divide that quotient by the product, he will have the price per ton per mile.<sup>a</sup> That has to be done separately on every route.

The railroads receive on routes under Ohio more than from any other State. In this table are grouped with Ohio twenty other States, whose aggregate mail payments nearly equal that of Ohio. They are put in the order of their daily pounds, beginning with Rhode Island, the smallest:

State.	Table H, year—	Pounds carried daily (see Table H of same year).	Railroads paid per year, transportation and postal cars (see Table B, p. 157, 1903).
Rhode Island.....	1901	394, 062	\$16, 803. 64
Nevada.....	1902	396, 544	44, 556. 00
Idaho.....	1902	453, 459	41, 620. 22
Delaware.....	1901	1, 100, 448	87, 013. 83
South Dakota.....	1902	2, 684, 720	227, 987. 55
Oklahoma.....	1902	3, 013, 067	171, 006. 43
Utah.....	1902	3, 463, 078	180, 780. 23
New Hampshire.....	1901	4, 194, 504	145, 056. 12
Arizona.....	1902	4, 665, 642	181, 542. 23
Vermont.....	1901	4, 907, 491	159, 296. 94
Florida.....	1900	6, 127, 501	267, 197. 94
Montana.....	1902	6, 819, 555	186, 290. 29
West Virginia.....	1901	8, 061, 826	241, 788. 33
Louisiana.....	1902	8, 234, 865	277, 057. 31
Maine.....	1901	10, 064, 515	292, 275. 66
Tennessee.....	1900	12, 151, 389	351, 283. 89
Oregon.....	1902	12, 232, 320	312, 907. 98
New Mexico.....	1902	13, 674, 666	301, 635. 26
Alabama.....	1900	15, 350, 463	416, 752. 46
Wyoming.....	1902	17, 414, 409	338, 817. 35
Ohio.....	1899	264, 703, 847	5, 119, 833. 71
Total.....		6400, 108, 371	\$9, 311, 503. 44

$$^a \frac{\text{Miles} \times \text{daily weight}}{2,000} = \frac{\text{Yearly payment}}{\text{No. of days (365 or 313)}} = \text{Price per ton per mile.}$$

<sup>b</sup> 200,064 tons.

<sup>c</sup> Equals \$25,510.96 per day.

According to these figures, to carry 200,054 tons a day 1 mile, cost \$25,510.96, or 12.7 cents per ton per mile.

The VICE-CHAIRMAN. I notice further along in your printed brief, on page 11, you give that as 11.1 cents per mile.

Mr. GREEN. That is after taking out the postal cars. This includes the use of the postal cars.

The VICE-CHAIRMAN. The 12.7 cents includes the use of the postal cars?

Mr. GREEN. Yes.

Missouri seems a fairly average State. Its daily pounds in the 1899 year (last weighing) were 64,403,363, or 32,201 tons. The railroads received on this \$1,527,637.49 the year, or \$4,185.81 a day. This makes the cost of a ton a mile 12.99 cents.

There are about 600 of the minimum routes, 200 pounds a day or less. The first 100 average 118 pounds a day. And a great many routes are operated only six days a week, so that to get their daily transportation from their yearly, the divisor must be, not 365, but 313. That is ignored here.

Table M of the weighing report (1900 Report, p. 261), gives the number of pounds entering the mails sent to railroads in the 1900 year as 1,347,145,180, or 673,573 tons. The railroads were paid that year \$37,304,431.97. This is \$55.38 per ton entering the mails. If the average haul were known, the cost per ton per mile would appear. But it is not known. Divide the \$55.38 by 13 cents, and we get an average haul of 426 miles, which is very close to the average guesses made by Government experts.

It seems plain that 13 cents is very near the average price per ton per mile for all the matter paid for. If the charge for postal cars is omitted, the price per ton will be found to average 11.1 cents.

How do the prices received by the railroads for mail matter correspond with those they receive for other similar matter? The service they render on mail and on express matter is substantially the same. In each case they furnish the cars and haul them on passenger trains, very little handling being done by the railroads. The mail cars may cost more than the express, and the lighting and heating may be more expensive, and a fair allowance should be made therefor. But the service is substantially the same. The express companies make their prices on a unit of 100 pounds. One hundred pounds is one-twentieth of a ton, and the price for the 100 is half as many mills as the 2,000 brings in cents. That is, 13 cents per ton is 6.5 mills on each 100 pounds.

Here are presented (see table):

A list of representative cities, 49 of them, one from each State and Territory, except New York;

The distance each from New York;

The average sum paid the railroads for carrying 100 pounds on each route;

The total price charged by the express companies, handling and transportation, on each route; and

The sum paid the railroads for their part of the express service, estimated at 50 per cent. It may actually average a little more—probably a little less.

In only 3 of the 49 is the total express charge more than the sum



paid the railroads for transportation alone on mail matter—Hartford, Cape May, and Philadelphia.

The VICE-CHAIRMAN. Do I understand you that those computations are based upon similar service in all cases?

Mr. GREEN. Yes; as nearly as I can get at it. I do not for a moment claim that this is infallible or anything else, but as nearly as we can figure it.

The VICE-CHAIRMAN. Would the express companies collect the packages at New York, transport them to St. Louis or San Francisco, and distribute them to the individual consignees with the same dispatch and refined distribution that the mails would be collected and distributed?

Mr. GREEN. This has nothing to do with the distribution part.

The VICE-CHAIRMAN. This is simply the carriage you are speaking of?

Mr. GREEN. This is what the Government pays to the railroad simply for carrying them. The other charge is what the express company charges to you or me, or any customer, for coming and getting it and delivering it.

The VICE-CHAIRMAN. Is the practice of the express company in long hauls as expeditious as the practice of the Government in the distribution of the mail for a long haul?

Mr. GREEN. I do not know much about general merchandise, but in regard to mail matters—

The VICE-CHAIRMAN. I am speaking of mail matters.

Mr. GREEN. With our mail matter we very often send by express where a matter is late, rather than by mail.

The VICE-CHAIRMAN. I am speaking entirely of the long hauls.

Mr. GREEN. That is what I mean. For instance, we send off a lot of stuff to Kansas City by express rather than by mail, because they say the express company will get it there sooner. Whether they do it or not I do not know.

The VICE-CHAIRMAN. I was wondering if your statements and calculations were based upon the long haul as well as the short hauls.

Mr. GREEN. Oh, they are. It thus appears:

That the average price paid the railroads for carrying 100 pounds on these 49 routes is \$8.01.

That the average price charged by the express companies over the same routes, handling and transportation included, is \$4.87.

That the average price received by the railroads for their transportation of express matter is approximately \$2.43.

This service is rendered by the same railroads over the same routes. mail and express cars often hauled on the same trains.

That is, the service for which the railroads get \$8.01 for mail matter is rendered by the same railroads for \$2.43; both sets often riding in the same trains.

Why?

Nor is this all. The payments to railroads for mail matter are nonreducible, inexorable. No investigation, as far as the public is told, has unearthed a case in which a railroad has been paid less than the maximum amount. But the express prices made for 100-pound lots can not be enforced on large weights, running perhaps into the tons. The express tariff, New York-Buffalo, is \$1.25 per hundred. That would make \$25 a ton. But certain kinds of periodical matter

are carried by express for half a cent a pound, or \$10 a ton. How much the payments to railroads here given would be reduced or increased if made on the actual receipts of the express companies instead of by their published tariffs we have no means of telling.

	Miles from New York.	Railroads get per 100 pounds at 6.5 mills per mile.	Express charge.	Railroads get, say, 50 per cent.
Mobile, Ala.....	1,231	\$8.00	\$4.75	\$2.37
Prescott, Ariz.....	2,717	17.66	14.25	7.13
Little Rock, Ark.....	1,290	8.89	5.00	2.50
San Francisco, Cal.....	3,404	22.13	13.50	6.75
Denver, Colo.....	1,938	12.60	8.50	4.25
Hartford, Conn.....	110	.72	.75	.37
Wilmington, Del.....	117	.76	1.00	.50
Washington, D. C.....	228	1.48	1.25	.63
Jacksonville, Fla.....	1,031	6.80	4.50	2.25
Atlanta, Ga.....	876	5.69	4.00	2.00
Boise, Idaho.....	2,736	17.78	8.00	4.00
Chicago, Ill.....	900	5.85	2.50	1.25
Indianapolis, Ind.....	817	5.31	2.25	1.12
Vinita, Ind. T.....	1,417	9.21	5.25	2.63
Des Moines, Iowa.....	1,270	8.26	4.25	2.12
Topeka, Kans.....	1,407	9.15	5.00	2.50
Louisville, Ky.....	890	5.79	2.50	1.25
New Orleans, La.....	1,839	8.70	5.00	2.50
Portland, Me.....	325	2.11	1.25	.63
Baltimore, Md.....	187	1.22	1.00	.50
Boston, Mass.....	214	1.39	1.00	.50
Detroit, Mich.....	661	4.30	2.00	1.00
Minneapolis, Minn.....	1,314	8.54	4.50	2.25
Vicksburg, Miss.....	1,288	8.37	4.50	2.25
St. Louis, Mo.....	1,067	6.87	3.00	1.50
Helena, Mont.....	2,444	15.89	10.50	5.25
Omaha, Nebr.....	1,400	9.10	4.50	2.25
Carson City, Nev.....	3,021	19.64	14.25	7.12
Manchester, N. H.....	262	1.70	1.15	.58
Cape May, N. J.....	158	1.03	1.25	.62
Santa Fe, N. Mex.....	2,209	14.35	9.50	4.75
Buffalo, N. Y.....	439	2.85	1.25	.62
Raleigh, N. C.....	501	3.26	2.50	1.25
Bismarck, N. Dak.....	1,734	11.27	4.50	2.25
Cincinnati, Ohio.....	757	4.92	2.00	1.00
Portland, Oreg.....	3,241	21.07	13.50	6.75
Philadelphia, Pa.....	90	.59	.75	.38
Providence, R. I.....	189	1.23	1.00	.50
Charleston, S. C.....	740	4.81	3.50	1.75
Deadwood, S. Dak.....	1,957	12.72	8.25	4.12
Memphis, Tenn.....	1,163	7.56	4.00	2.00
Galveston, Tex.....	1,749	11.37	6.50	3.25
Salt Lake City, Utah.....	2,401	15.61	10.50	5.25
Montpelier, Vt.....	303	1.97	1.75	.88
Richmond, Va.....	344	2.24	1.50	.75
Seattle, Wash.....	3,127	20.33	13.50	6.75
Wheeling, W. Va.....	510	3.32	1.75	.87
Milwaukee, Wis.....	997	6.48	2.75	1.38
Cheyenne, Wyo.....	1,916	12.45	8.50	4.25
Total.....		\$92.84	238.65	119.32
Average.....		8.01	4.87	2.434

The CHAIRMAN. Is the period of time occupied in the transportation the same by mail and by express?

Mr. GREEN. So far as I know I would not attempt to be an authority on that at all, but I know that we do send a great deal of stuff by express when it is late, in order to be sure that it goes through. They can trace it by express, where they can not by mail. If you put stuff in the mail and it does not go through, it takes a long while to trace it. You finally get a lot of slips back and can not tell.

The VICE-CHAIRMAN. Are the figures in these tables the result of computations under oath?

Mr. GREEN. They are computations from the Postmaster-General's report and from Poor's Railroad Manual, and this particular table

is from that, and from the express companies' own charged prices to those places.

The VICE-CHAIRMAN. The data relative to the Government payments for railroad transportation I understand you get from the Government report?

Mr. GREEN. Yes.

The VICE-CHAIRMAN. And the express companies' payment you get from what?

Mr. GREEN. We do not know what the express companies pay. We are assuming that the express company pays at least half of the amount to the railroad company.

The VICE-CHAIRMAN. For instance, in this table you are just addressing yourself to, your calculations are as to mileage and pay.

Mr. GREEN. The mileage is from the Government figures.

The VICE-CHAIRMAN. That is what I am saying. The mileage and pay of the Government transportation charges you take from the Government official report?

Mr. GREEN. Yes; figuring as I have shown you, at 13 cents per mile per ton.

The VICE-CHAIRMAN. The basis of your calculations is taken from the Government reports?

Mr. GREEN. Yes.

The VICE-CHAIRMAN. From what reports do you take the data relative to the express charges?

Mr. GREEN. From the express companies' charges.

The VICE-CHAIRMAN. From their published tariffs?

Mr. GREEN. Yes; figures on 100 pounds.

The VICE-CHAIRMAN. Take your first item. I am trying to arrive at your method of calculation. The distance from New York to Mobile, Ala., is 1,231 miles. The railroad gets per 100 pounds, at 6½ mills per mile, \$8.

Mr. GREEN. Yes.

The VICE-CHAIRMAN. The express charge is \$4.75. Now, I understand you get the mileage from the Railway Guide, and the railway figures you get from the Government report?

Mr. GREEN. I think that was from the Government report, but I will not be positive.

The VICE-CHAIRMAN. The amount of pay you get from the calculations and figures found in the Government report?

Mr. GREEN. That is 13 cents.

The VICE-CHAIRMAN. Where did you get the express company's charge of \$4.75?

Mr. GREEN. From the express companies.

The VICE-CHAIRMAN. Is that their published rate?

Mr. GREEN. Yes; I think it is their tariff.

The VICE-CHAIRMAN. From New York to Mobile?

Mr. GREEN. Their express charge from New York to Mobile is \$4.75 under their published tariffs, I think. On some of those we had to send and ask them. On a great many we asked them. Of course, we are sending a good deal of stuff by express, and we would call them up and say: "What is your rate from here to Mobile per 100 pounds?"

The VICE-CHAIRMAN. Does the express company charge \$4.75 per

100 pounds between New York and Mobile, Ala., upon all of its varieties of merchandise?

Mr. GREEN. That I do not know. That would be for stuff that we would send. I suppose that it was a case where we asked them and they would naturally assume that it was our own matter.

The VICE-CHAIRMAN. That is what I am trying to arrive at. This tariff, then, this particular express charge of \$4.75 per 100 pounds from New York to Mobile, Ala., is for the carriage of what we call second-class matter?

Mr. GREEN. Oh, I take it to be so.

The VICE-CHAIRMAN. Is that what your calculation is based upon?

Mr. GREEN. On that I am not positive. In a great many cases we simply ask them for their rate and they would naturally assume it was printed matter, I suppose. I should think there would be different rates on different kinds of matter.

The VICE-CHAIRMAN. I wondered whether you specified the character of goods which you desired the rate upon in your inquiry?

Mr. GREEN. Well, I don't know. I told them to find out those prices, and I presume the express company, as I say, would assume from our asking them, that it was our kind of stuff that was going to be sent. I do not imagine they would take every kind of matter that might be offered them at the same price.

The VICE-CHAIRMAN. You say you told "them." Whom do you mean?

Mr. GREEN. My clerks.

The VICE-CHAIRMAN. Did you address any common letter of inquiry to different express companies, or any letter of inquiry to the same express company for a rate to different points?

Mr. GREEN. It would be the same express company in most cases. There is only one express company generally. Where there are competitive rates, where there are two or three express companies in the same place, the rates will be lower, and we would take the lowest one.

The VICE-CHAIRMAN. What did you ask in your letter? I want to get at the basis of your inquiry.

Mr. GREEN. I can not tell you now, but I can ascertain and send you that.

The VICE-CHAIRMAN. The real point of my inquiry is simply this: In this tabulation of the comparison between the mail transported by the Government and the express companies, which you say is for similar service, whether or not you got these express rates from published tariffs, or directly from the express company with a clear understanding at the time that you made your inquiry that the charges were for a specific character of goods?

Mr. GREEN. I think that would be so, because I presume their tariffs are different on different kinds of stuff.

The VICE-CHAIRMAN. I will ask you if the table is made up from that character of inquiry?

Mr. GREEN. I think that is what it is, but I can not answer that now. I can find out and let you know.

The VICE-CHAIRMAN. Can you tell me, while we are on that point, whether there is any difference in time in the regular course of daily business, between the delivery by the Government of mail from New York at Mobile, Ala., and the delivery of the same character of articles by the express companies between the same points?

Mr. GREEN. No, sir.

The VICE-CHAIRMAN. You can not tell me?

Mr. GREEN. Not positively; no, sir.

The VICE-CHAIRMAN. Is it your understanding that in the ordinary transaction of daily business the practice of the express companies is to carry articles of the same nature, similar kinds of second-class mail, between points as expeditiously, as rapidly I mean, as the same character of mail is carried under Government contracts by the railroads through the post-office?

Mr. GREEN. Yes; that is the conclusion I arrived at from people asking us to send them that way, but I do not claim that this is authoritative at all, because I don't know.

The VICE-CHAIRMAN. Is there any difference in the practice of the express companies as to rates and expeditious service where there is a limitation of weight? Will they take 100-pound packages in a different practice, from 10-pound packages?

Mr. GREEN. These reports we have quoted here are 100-pound rates, but we can always get a special price from the express company if we have a good big bag of stuff to go.

The VICE-CHAIRMAN. These are based on the small packages?

Mr. GREEN. They are on the 100-pound basis.

The VICE-CHAIRMAN. And all packages weighing 100 pounds, or a variety of packages of a variety of weights within the 100-pound limit?

Mr. GREEN. Yes. If you send a ton, for instance, by the express company, or anything like that, you usually can get a special rate, if there is another express company going to the same place, but if there is not then they will not do it. They have got you.

The VICE-CHAIRMAN. What I desire to learn from the method of your calculation is whether there would be any difference in rate by the express companies between the points enumerated in your table whether the packages were in 5-pound amounts or 10-pound amounts or a 100-pound package.

Mr. GREEN. I think there would. I think if the packages were in 5-pound amounts that there would be a minimum charge on each package.

The VICE-CHAIRMAN. But this table is made up on the basis of 100-pound packages?

Mr. GREEN. Yes; because this table is an effort, as nearly as we can, to see what the railroads get from the express companies, not what they charge the people, but taking 100 pounds as your basis. If I send a package weighing 10 pounds, and you send another, and Mr. Glassie another, and so on, to Mobile, they all go in the same car of the express company. Now, we are trying to find out as nearly as we can what the express company pays the railroad for running that stuff down there.

The VICE-CHAIRMAN. Where did you get your information that the division was a 50 per cent division?

Mr. GREEN. That is entirely an assumption. It says so here. We calculated that the coming and getting it and giving you a receipt, and the bookkeeping and the delivering it afterwards probably was about half of the average 100 pound package.

The VICE-CHAIRMAN. Just one more question before you leave that

table. You made your computation of charges against the Government for that service between these points on the average rate of 13 cents per ton?

Mr. GREEN. Yes.

The VICE-CHAIRMAN. That average, I think, you explained was based upon the entire weight of all of the mail and the entire carriage of all the mail; that is, the average, taking the whole?

Mr. GREEN. That is the average; yes. That is all this table is; just an average table, you know.

The VICE-CHAIRMAN. Exactly; but it is the mail carried on the routes enumerated in this table above the average in density or about the average in density?

Mr. GREEN. I should think it was above the average in density.

The VICE-CHAIRMAN. Then if you select specific routes, and take routes that are above the average in density, the rate per mile would be less than the average?

Mr. GREEN. We simply took those places because they are places upon which we can quickly get a rate and get a line. This is an average, and we have simply fixed a city in every State so as to get all the different distances.

The VICE-CHAIRMAN. I understand, but you have secured from the express companies, by inquiry and through their public tariffs, their rates per 100 pounds between these specific points. Now if, with the same refinement of inquiry, you learned the exact charge against the Government by the railroad for mail, the density of the mail under the sliding automatic scale of railroad mail payment would demonstrate that these were routes of more than the average density, and therefore the rate per ton would be less than 13 cents.

Mr. GREEN. Oh, you can not learn that.

The VICE-CHAIRMAN. Now, if you pursued your inquiry with the same refinement with reference to the railroad pay that you have apparently with reference to express rate per ton on these particular routes, the rate per ton on these routes which you have picked out would be less than the average rate of 13 cents per ton, would it not?

Mr. GREEN. I should think it would, if you stuck to those cities.

The VICE-CHAIRMAN. That is what I am saying. You stuck to those cities in your express charge rates?

Mr. GREEN. Yes.

The VICE-CHAIRMAN. Then, if you stuck to those cities just as persistently with reference to the railroad rate, it will be much lower than that which you have given in that table?

Mr. GREEN. Possibly; but what I mean is, we have simply picked out a city in each State, to get a rate to it and a line to it.

The VICE-CHAIRMAN. In fixing the general average of cost under existing law do you recall what the lowest charge is for railroad transportation per ton per mile?

Mr. GREEN. What it foots up?

The VICE-CHAIRMAN. I mean what is the rate of the most dense route—something in the nature of 5 or 6 cents per ton per mile, I believe.

Mr. GREEN. No; it never can go to that. Five dollars and eighty-eight cents is the rate on the 5,000 pounds, and of course—

The VICE-CHAIRMAN. That is right; but it is much below the 13 cents per ton, the lowest rate, occasioned by the greatest density.

Mr. GREEN. The lowest rate occasioned by the greatest density would never go down to \$5.88, although it would tend toward it.

The VICE-CHAIRMAN. Have you any calculation as to what it would reach?

Mr. GREEN. I have, but not here.

The VICE-CHAIRMAN. I believe that the statistics show that the lowest rate, based on the greatest density, is the rate between Philadelphia and New York.

Mr. GREEN. Yes; that is right.

The VICE-CHAIRMAN. And of course that rate would not obtain in any of your calculations on this table, because you have not taken the lowest rate; but if you were going to make a calculation to give the actual amount paid at the rate per ton per mile between New York and the 49 places indicated in your table, equal in its accuracy with the express rate, it would necessarily have to be at a lower rate than 6½ mills per 100 pounds.

Mr. GREEN. But that we can not do. I would not know how to get at it.

The VICE-CHAIRMAN. I understand; but I say if it were pursued with the same refinement?

Mr. GREEN. Unquestionably so.

The VICE-CHAIRMAN. So that with reference to the express charges in this table you have a much more accurate basis of computation between these points than you have in the column with reference to the railroad transportation?

Mr. GREEN. Yes; we have got to pick out anything from the other end as best we can. Every question that you have asked me I have asked the Post-Office Department, and about these very things, and I can not get any answer. I suppose they think it is none of my business. I do not know.

The VICE-CHAIRMAN. Mr. Green, if you take the report of the superintendent of the general railway mail service for any year you would find, would you not, specifically enumerated the various railway mail routes, with the amounts of mail carried, the amounts paid for carriage over each route; and could you not from that ascertain with equal accuracy the amount paid between New York and Mobile, or between New York and Cheyenne, Wyo., that you have found by ascertainment of the express rates?

Mr. GREEN. I do not know until I try it.

The VICE-CHAIRMAN. Would you not suppose that you could?

Mr. GREEN. I should suppose I could, if it does not have a lot of small stations that they would drop off at in between.

The VICE-CHAIRMAN. What I mean is the amount that is paid. That is what you have taken here—the amounts paid per ton per mile.

Mr. GREEN. Yes.

The VICE-CHAIRMAN. That is all I wish to ask you.

Mr. GREEN. Continuing my statement, what is this overpayment costing the Government?

The total charge of express companies is \$4.87, a little less than five-eighths of the \$8.01 paid for transportation only of the mails. The railroads' share of this \$4.87 is, at 50 per cent, \$2.435—a shade

over three-tenths for mail transportation (0.304, to be exact). The railroads received for carrying mail matter in the 1903 year:

Transportation .....	\$36, 607, 524. 80
Postal cars .....	5, 279, 323. 79
Total .....	41, 886, 848. 59
On a basis of what they would get for the same service from express companies their charge should be $0.304 \times \$41,886,848.59$ .....	12, 773, 601. 97
So there was an excess charge of .....	29, 113, 246. 62

The loss here from this overpayment in 1903 was at least \$29,000,000.

Even at 75 per cent of the total express rates the railroads get for carrying express matter not quite half what they get for carrying mail matter.

The express companies are private corporations, paying their expenses and declaring their dividends from the business they do, with no power to draw on public funds one dollar, except for services rendered. Railroads have been paid in the last ten years \$356,821,636.80, of which at least half was overpayment. The "Treasury grants" to make up the yearly deficit of the Post-Office for the ten years July 1, 1894, to June 30, 1903, have been \$74,777,106.45 (1903 report, p. 699). To these should be added the expenses of the Post-Office Department itself, which are charged to the Treasury and do not appear in the accounts to the debit of the Post-Office. With these also belong the expenditures of the Auditor of the Treasury for the Post-Office and his more than 600 employees. And the Post-Office is also fairly chargeable with the rent of its premises in Government buildings erected and maintained from funds outside the Post-Office.

A 50-foot postal car is paid \$40 per mile per year—that is,  $40 \div 365$ , or 10.9 cents per mile per day.

Senator CARTER. Why do you add the words "per day" in connection with the 10 cents per mile?

Mr. GREEN. Each time it goes. They are paid so much per year per ton.

Senator CARTER. Regardless of the day, it is 10 cents per mile for the miles traveled?

Mr. GREEN. Yes; but, supposing the route is 20 miles long, and it goes over that route three hundred and thirteen days, or three hundred and sixty-five days, each mile counts 313 or 365 times. That is why I put in the per day.

Senator CARTER. Begin with the first mile, and continue to add miles; but the last mile would cost no more than the first?

Mr. GREEN. No, sir.

Senator CARTER. At 10 cents per mile is what you mean, and the per day has no real significance?

Mr. GREEN. I put that in there because they have quoted the price per year.

The VICE-CHAIRMAN. You mean per trip?

Mr. GREEN. Each time it goes that mile.

The VICE-CHAIRMAN. In that calculation did you count the mileage for the round trip?

Mr. GREEN. No, sir; one way.



Senator CARTER. Unquestionably the return is counted in the miles, just the same as the outward trip. The phrase "per day" is confusing.

The VICE-CHAIRMAN. But the pay is by the route, not the full mileage of the round trip.

Senator CARTER. The theory upon which the charge per mile is based, as I understand it, is the mileage actually traveled by the car during the year.

Mr. GREEN. Yes.

Senator CARTER. Or during any part of the year. It is 10 cents per mile.

The VICE-CHAIRMAN. And if the route is 100 miles long, you do not charge for 200 miles?

Senator CARTER. When the car runs out you charge 100 miles, and when it returns another 100 miles?

Mr. GREEN. That is right.

The VICE-CHAIRMAN. You have got a look into the law coming to you.

Senator CARTER. Then if only one way is charged on the car, it should be 5 cents and something per mile. I think when a railroad traffic man refers to a charge per mile per ton he does not refer to the traveling of that mile twice, but once.

The VICE-CHAIRMAN. Yes; that is true.

Senator CARTER. And I think the same is true when you refer to the charge for a postal car per mile. It is not per half mile, and it is not 1 mile traveled twice.

The VICE-CHAIRMAN. That is right.

Senator CARTER. It is a charge for each mile that that car runs.

The VICE-CHAIRMAN. The miles of the route.

Mr. GREEN. Say that a 50-foot postal car carries 2 tons, at 11.1 cents each—that is (22.2 plus 10.9), equals 33.1 cents per ton per mile, and each additional half ton adds 5.55 cents. I am told that the railroads charge each other for the use of a car  $1\frac{1}{2}$  cents a mile, which is added to the returns from whatever the car carries. These returns from what the car carries are already included in transportation, and the utmost the railroads are entitled to is pay for the additional room the same weight takes in a postal car. Why is the "time" of a naked postal car worth 9.4 cents a mile more than that of an ordinary car of the same length?

The cost of an average mail car is less than that of an average passenger car. There are fixtures on postal and apartment cars which are not on passenger cars, but so there are passenger-car fixtures not found in mail cars. The storage and the cars in which the closed-pouch mail rides are the baggage cars used for the regular passenger business. If the cost of the space used on the mail cars, storage, postal, apartment, and cars carrying closed pouch could be footed and compared with that of an equal number of feet of passenger-car space, the latter would exceed the former; how much an outsider can not easily learn.

Senator CARTER. Have you made any computation as to the relative earnings of the railway companies on the express cars and the ordinary passenger cars of about equal size to mail cars?

Mr. GREEN. I have made a computation as to the earnings. I can not tell what the earning of an express car is, only by guessing at it.

but you can tell from Poor's Railroad Manual what the average earning of a passenger car is.

Senator CARTER. How does that compare?

Mr. GREEN. I have that right here. As to the cost of the two services:

Congress makes the rates and the Department does the quadrennial weighings, calculates what is due on each route, and pays the companies running the routes in four installments a year. The railroads furnish and haul the cars and render a few services, such as furnishing here and there a little room and getting and delivering the mail where the post-office is within 80 rods of the station; but these are insignificant compared with incidentals in the regular passenger business. Poor's Manual gives the total passenger earnings of the 1903 year as \$128,713,109, and the Post-Office Department report for 1903 gives \$41,886,849 as expended for railroad service—about one-tenth of the passenger earnings.

What were the railroad expenditures on their passenger business which are not needed for the mail business? The passenger stations and their maintenance and attendants, the whole ticket selling and accounting machinery, and the room and bookkeeping belonging to the passenger business in relation to the traveling public and to other railroads—all that which in the mail business is covered by the quarterly check. One hardly takes up a daily or weekly paper which does not contain advertisements and time tables of railroads, perhaps column after column. And the same is true of the monthlies, in which appear each issue pages of railroad advertising. Nor do periodicals include all the advertising. None of this expenditure is called for in the mail business.

How much do the railroads spend a year on their own literature—the folders and time-tables filling the vast racks in stations and hotels, so familiar to all? And how much for the literature, some of it exquisitely illustrated, by which they try to attract transient and permanent travel, each to its own lines?

Mail transportation does not include any of these expenses. What they would amount to if carefully and fairly separated is not known to an outsider. But it is plain that in fixing the price of railroad transportation this should be taken into account, and an approximately equitable reduction made for it.

The mails are carried in postal cars, in apartment cars, in storage cars, and in closed pouches put on the train in baggage or other cars where there is room.

The storage cars carry mails not to be disturbed on that part of the route. For instance, mails to be distributed west of Chicago are packed close, like freight, in storage cars in New York, not to be touched till they reach Chicago. A storage car will hold 12 to 18 tons.

The closed-pouch matter has no special room set apart for it, but is locked in pouches or tied in sacks and can be put loose in baggage cars or elsewhere on the train. The amount of this in tons is not known—at any rate, to the public. Three times as many routes carry this closed-pouch matter as run without it. For instance, in Table H, 1901, we have the report of weighing that year in the first contract section—Maine to West Virginia. Out of 913 live routes, on 263 all mail matter is carried in closed pouches. In 706 the mail matter

is carried partly in closed pouches. The lines of closed pouches in the "mail-car space," etc., in Table H greatly outnumber the others. This line of mail matter in nearly empty bags is most hopelessly unprofitable to the Post-Office. The report of the special weighing of 1899 disclosed 40.57 per cent of revenue pounds and 59.43 per cent of nonrevenue pounds. Of all the pounds of matter mailed, 51 per cent was "equipment" ("pouches, sacks," etc.): this with the second-class free in counties and Government free making up the 59.43 per cent. Second class averaged 40 pounds per sack during June, 1904, at 145 of the largest post-offices. (Report, 1904, pp. 417 to 419.) The General Superintendent of Railway Mail Service says (1900 report, p. 596): "The average weight of the fully made-up sacks for the whole 100 offices, it will be noticed, is 41 pounds, as against a general average of 46 pounds for all the second-class mail."

Right here, where the loss must inevitably be very large, the present law makes the railroad rates especially enormous. The scale begins with a minimum of a daily 200 pounds or less—the less on one route dwindling to 10 pounds daily. The yearly payment is \$42.75 a mile; if the route is operated seven days a week, 11.6 cents per day. That is, the railroads for carrying 200 pounds or less of mail are paid more than they average for five passengers with baggage. And the 200 pounds of mail is thrown into a baggage car which the passenger traffic makes necessary but does not fill; and if the whole of the closed pouch were withdrawn the running expenses of the railroads would be only slightly reduced.

The Post-Office Department, under date of August 21, 1899, directed all mail matter received at all post-offices to be weighed thirty-five days—October 3 to November 6, 1899, inclusive—by classes. Returns were received from the 74,684 post-offices except 2,013 (about 2.7 per cent), and from these the Department estimated the weights for three hundred and sixty-five days. The complete figures appear in the 1900 report, pages 235 to 262. Here is Table I, page 258, epitomizing the whole:

TABLE I.—*Per cent, by classes, of mail matter originating in the United States, including mail for local delivery and all mail dispatched from all post-offices of the United States by steam railroads, electric cars, steamboats, and on star routes or otherwise.*

Class.	Weight for 35 days.	Estimated weight for 365 days.	Per cent of total weight.
	<i>Pounds.</i>	<i>Pounds.</i>	
First class .....	9,098,882	94,888,341	6.06
Second class .....	37,820,857	394,417,505	25.19
Second class, free .....	8,140,464	32,750,550	2.09
Third and fourth class .....	13,987,967	145,874,518	9.32
Government, free .....	9,218,208	96,132,692	6.14
Equipment (pouches, sacks, etc.) .....	76,866,032	801,602,902	51.20
Total .....	150,132,405	1,565,666,508	100.00
Revenue pounds .....	60,907,706	635,180,362	40.57
Nonrevenue pounds .....	89,224,699	930,486,146	59.43
Total .....	150,132,405	1,565,666,508	100.00

In this table second class is put at 394,417,505 pounds for the year. The 1900 report gives them as 382,538,999 pounds—a shortage of

11,878,506 pounds, about 3 per cent. But as the actual figures for other classes are not accessible, Table I is here used as it stands.

	Revenue pounds.	Per cent.
First class.....	94,888,341	15
Second class.....	394,417,505	62
Third and fourth class.....	145,874,518	23
	635,180,364	100

The total revenue for the 1900 year was \$102,354,579.29.

Table J herewith gives the revenue pounds from Table I, assumes 12 cents per pound for third and fourth, puts 1 cent per pound for second, and gives the remainder of the total revenue to first. Dividing this remainder by the pounds of first, we get the income per pound from first class. Any other assumption of prices agreeing with the pounds that will bring the actual income may be used.

TABLE J.—Revenue pounds from Table I, with revenue from each class, 12 cents per pound for third and fourth, 1 cent for second, and the remainder to first.

Class.	Yearly pounds.	Percent- age.	Income per pound.	Income.
First.....	94,888,341	15	<i>Cents.</i> 85.26	\$80,905,462.08
Third and fourth.....	145,874,518	23	12	17,504,942.16
Total.....	240,762,859			\$98,410,404.24
Second.....	394,417,505	62	1	3,944,175.05
	635,180,364	100		102,354,579.29

The income of \$98,410,404.24 from 240,762,859 pounds of other than second class is 40.8+ cents per pound. And of this 40 per cent is first and 60 per cent third and fourth.

So that, according to the figures of the special weighing, if in any year the total revenue, less second class, be divided by 40.8 cents the quotient will be the pounds of that matter, of which 40 per cent will be first and 60 per cent third and fourth.

Apply this to the 1904 year (Report, p. 3) :

Total receipts.....	\$143,582,624.34
Less second class.....	5,697,198.19

Revenue from other than second..... 137,885,426.15

Dividing this by 40.8 cents we get 337,954,476 pounds, exclusive of second class, of which 135,181,790 pounds are first and 202,772,686 pounds are third and fourth.

TABLE K.—Pounds and income of the 1904 year treated in the manner of Table J of the 1900 year.

Class.	Yearly.	Income per pound.	Income.
	<i>Pounds.</i>	<i>Cents.</i>	
First.....	135,181,790	84	\$113,552,703.83
Third and fourth.....	202,772,686	12	24,332,722.32
Total.....	337,954,476		137,885,426.15
Second.....	569,719,819	1	5,697,198.19
	907,674,295		143,582,624.34

Second-class matter was set up by act of Congress in 1879, with postage at 2 cents per pound, and the postage reduced to 1 cent in 1885. The new conditions were expected to produce some such result as they have, but few were sanguine enough to foresee how great that result would be. Second-class matter has been an indispensable factor in the prosperity of the country. It, unaided, could not have lifted us to where we are; neither could all other causes have sufficed without this. Literature is the record of man's growing acquaintance with his environment and his successive harnessing of the forces of nature to human needs. The lower rate for literature periodically issued was merely to stimulate its creation and distribution. No one will claim that periodical literature, as periodical, is any better or more or less deserving than other. The price set in 1885 was intended to increase the circulation, which without this low price would have been much less.

How has second class affected the per capita use of the mails? In 1880, the last census year just before second-class matter had begun its benign work, with a population of 50,155,783, the postal revenue was \$33,315,479.34, or 66.4 cents per capita. That per capita was 26.7 cents in 1840, a gain, 1840 to 1880, of 39.4 cents per capita in the forty years. In the census year 1900 the postal revenue had grown to \$102,354,579.29, with a population of 76,303,387, or \$1.341 per capita. Probably the figure in the spring of 1905 is nearly or quite \$1.70 per capita. Certainly an increase of (\$1.70 less 66.5) more than a dollar per capita in twenty-five years indicates the shrewdness and success of the institution of second-class matter.

Senator CARTER. That calculation is made upon what basis of population?

Mr. GREEN. On the basis of the population of those different years. Eighteen hundred and eighty was the last census year before the second class had begun its work.

Senator CARTER. You have stated on the authority of Poor's Manual that a passenger coach yields about 10 cents per running mile.

Mr. GREEN. Twenty cents per mile.

Senator CARTER. What do you claim from your figures that a postal car of substantially the same dimensions would yield per mile to the railroad?

Mr. GREEN. I stated that a little while ago.

Senator CARTER. The ultimate figure is what I desire to get at, in order to make a comparison of the two.

Mr. GREEN. I think it is about 33 cents, as far as we can calculate it. The percentage of deficits to total revenue—what testimony does that bear to the working of second-class matter? Taking the figures from Table No. 7, 1904 report, page 659, it appears that the deficit (Treasury grant) in 1880 was \$3,597,717.20 on a revenue of \$33,315,479.34, the deficit being 11.7+ per cent of the revenue. In 1904 the deficit was \$7,631,837.43 and total revenue \$143,582,624.34, a little more than 5.3 per cent.

But a new source of expense began to appear in 1899—rural free delivery—and has cost so far:

1899.....	\$149,979.69
1900.....	420,433.17
1901.....	1,749,525.06
1902.....	3,993,706.51
1903.....	8,011,635.48
1904.....	12,640,070.35

Total..... 26,965,350.26

Eliminating the rural free delivery, the reports show a surplus instead of a deficit the three years since 1901. Leaving untouched every other expenditure, railroad overpayments included, and leaving out only the rural free delivery, there was a surplus the 1904 fiscal year of \$5,008,232.92.

Deducting this new expenditure each year since 1899 from the Treasury grants, we have:

TABLE E.—*Rural free delivery for six years.*

	Treasury grant as published.	Same, deduct- ing rural free delivery.	Total.
1899.....	\$7,902,040.58	a \$7,752,060.89	
1900.....	6,250,019.95	a 5,829,586.78	
1901.....	4,001,345.17	a 2,251,820.11	\$15,833,467.78
1902.....	2,490,635.34	b 1,508,071.17	
1903.....	3,753,955.50	b 4,257,679.98	
1904.....	7,631,887.43	b 5,008,232.92	10,768,984.07
	32,029,833.97		
Less rural free delivery .....	a 26,965,350.26		
	5,064,483.71		c 5,064,483.71

a Deficit.  
b Surplus.

c Net deficit for six years.  
d An average per year of \$844,080.62.

There are three great lines of overpayment in the rates for railroad carriage of mails. One is the charge for rent of postal cars. All matter riding in postal cars is included in the regular transportation charge, and that charge should cover all vehicles in which mail is carried, postal as well as apartment and storage cars, and the room needed for closed pouch mail, which goes generally in baggage cars. Postal cars carry more pounds to the foot than apartment cars. This whole payment is, and has been all along, a sheer gratuity to the railroads. In the 1903 year, of the \$41,886,848.59 paid them for mail carriage, \$5,279,323.79 was paid for rent of postal cars. With this belongs the "special facilities" of \$122,347.18, together \$5,401,670.97, additional contributions to a service which without these is enormously overpaid.

Another line of overpayment is the price for the first daily 5,000 pounds on every mile of railroad on which the daily weight runs over 5,000 pounds. In regular business one rate runs through a whole transaction. Not so here. The first 5,000 pounds are paid \$171 per mile per year, or \$68.40 per ton, and all beyond that 5,000 pounds at \$21.37 per year each 2,000 pounds. At \$21.37 per 2,000

pounds, 5,000 pounds comes to \$53.425. Deduct this from the \$171 actually paid and we get \$117.575 as the overpayment on every such mile of railroad. Route 161010 (see 1902 report, Table H) is 1,228.22 miles long and is paid on 18,759 daily pounds for transportation only \$389,603.66. Of this \$210,025.62 is for the first 5,000 pounds and \$179,578.04 for the other 13,759 pounds. The amount of this gratuity on this one route is \$144,407.97. Add payment on same route for rent of postal cars, \$34,551.40, and we have a contribution on this one route for the two of \$178,959.37. In Table C (1903 report, pp. 160-299) there are 303 routes carrying 5,000 pounds and over, and they cover 57,166 miles. This gratuity yields  $57,166 \times \$117.575$ , or \$6,721,321.48. This, added to the \$5,401,670.97 paid for postal cars and special facilities, makes \$12,122,992.81 thrown away on the two in a single year.

The third line of overpayment is the excessive price on all weights up to 5,000 daily pounds. For the excess over 5,000 pounds the yearly rate is \$21.37 per ton per mile, which is a little more than what should be paid for all, with no extra charges.

The fair price for all weights, always including the cars in which the mails are carried, is \$20 per ton per mile per year—a little less than is now paid on the excess over 5,000 daily pounds. The figures of the daily weights should become the yearly price per mile in dollars and cents. Route 161010, already mentioned, is 1,228.22 miles long and is credited with 18,759 daily pounds. Multiplying these figures together and cutting off the last two figures of the product, representing the decimals of the distance miles, we get \$230,401.79 as the fair payment on that road; the actual payment, including rent of postal cars, \$424,155.06.

In the following Table D are taken 23 routes with increasing daily weights from Table H, 1903 report, beginning on page 340, and to them is added route 109004, which is paid for the largest number of daily pounds in the country.

Twenty dollars per ton per year per mile is, on routes operated seven days a week, 5.48 cents per mile; on routes operated six days a week, nearly 6.4 cents a mile. The average revenue per passenger car is substantially 20 cents per mile, and the average number of passengers 10. The weight of passenger and baggage carried by hand and in baggage cars is about 200 pounds, or 1 ton to the car on the average.

If it is claimed that the pay for the lighter-weight routes at \$20 a ton is small, so is the service. On the minimum routes, at \$42.75 per mile, are being paid more than \$11,000,000, and it is quite likely that the routes carrying less than 5,000 pounds daily are paid as much as are paid on those carrying more than the 5,000. Not that the pounds of the former would equal those of the latter, but the payments for those pounds are grossly unequal.

TABLE D.—Twenty-four routes at price of \$20 per ton and at the present prices.

Route.	Length of route.	Pounds per day paid for.	Payment per year at \$20 per ton per mile.	Present payment, transportation only.	Payment for rent of postal cars.	Transportation and postal cars.
	<i>Miles.</i>					
31021	15.37	140	\$21.52	\$657.06		\$657.06
31035	30.02	71	21.31	1,283.35		1,283.35
31018	56.37	459	258.74	3,422.22		3,422.22
31033	18.15	334	60.62	946.70		946.70
31008	32.49	816	265.12	2,500.10		2,500.10
31010	28.79	987	284.16	2,437.07		2,437.07
31009	115.77	1,199	1,388.08	10,789.76		10,789.76
31012	131.10	1,447	1,897.02	13,675.04		13,675.04
31003	46.99	1,833	861.33	5,665.11		5,665.11
31049	14.31	1,852	265.02	1,737.37		1,737.37
31027	19.31	2,571	496.46	2,625.19		2,625.19
35008	63.31	3,499	2,215.22	9,418.62		9,418.62
35010	94.49	5,122	4,839.78	16,239.05		16,239.05
35017	221.28	4,948	10,948.93	36,657.44		36,657.44
37002	25.02	10,404	2,603.08	4,316.42	\$750.60	5,067.02
35008	324.03	14,933	48,387.40	89,762.79	24,175.50	113,938.29
35018	219.12	20,799	45,574.77	74,375.90	15,338.40	89,714.30
35017	280.64	35,999	101,027.59	140,847.60	39,289.60	180,137.20
31013	263.30	53,606	141,144.60	181,671.73	59,247.80	240,919.53
31045	133.59	99,338	132,705.63	157,507.96	19,328.60	176,836.45
31042	468.32	104,582	489,778.42	578,197.23	133,169.75	711,366.98
31052	190.77	201,282	383,947.52	432,725.49	117,323.55	550,049.04
31007	75.01	302,167	226,655.47	251,018.71	32,626.00	283,644.71
105004	90.47	390,394	353,189.45	388,074.68	76,049.50	464,124.18
Total	2,958.02	1,258,762	1,947,837.24	2,406,552.58	517,299.20	2,923,851.78

Sympathy may be invoked for the railroads on the loss of revenue this \$20 a ton scale would cause. But the new figures would still leave the mails a most profitable part of the railroad business—perhaps the most profitable part. Poor's Manual of Railroads, 1904, introduction, page ix, reports the gross amount of passenger earnings for the 1903 year as \$428,713,109. Payments to railroads for the mails for same year, 1903 report, page 157, \$41,886,848.59. The mail business was a little less than 10 per cent of the whole, and at a fair price would probably not have exceeded 4 per cent in dollars.

Little of the matter mailed reaches its destination in the bags it started in. It may be shifted from pouch to pouch, from sack to sack, or from sack to pouch one or many times. But there was no pouch or sack in the mails that did not at some time or place get there and was not then counted into the 801,602,902 pounds of equipment.

The railroads of the United States are paid much more for mail service than the railroads in Europe. Mr. Henry N. Castle, late Auditor of the Treasury for the Post-Office, in Harper's Weekly, July 8, 1905, writes: "More money is paid every year by the United States to the railroads for carrying the mail than is paid by all the nations of Europe combined for all kinds of mail transportation." And he tells us that in France, in Switzerland, in Germany, in Austria, in Italy, and in Belgium a large part of the mails is carried free. The mail business stands to regular railroad business very much as in the post-office second class stands to all other revenue matter. Other revenue matter springs from second class; the mass of railroad business springs from the mail, and would be impossible without it. The Post-Office could carry second class free rather than kill it; and the railroads, were there no mails, would lose their business and have to pass dividends. Surely their managers ought to



help in the fixing of a price for mail transportation equitably commensurate with what they earn on regular passenger traffic, and not struggle to make a milch cow of the people of the country and draw from them collectively larger rates of streamage than the individuals give.

In what I have said here about paying the railroads at the rate of \$20 per ton I will not claim that my figures are absolutely correct. I have heard a good many things here this week that made me feel a little wobbly on two or three matters, but the figures I have given will certainly class somewhat in trying to find out what we are all trying to reach.

Senator CARTER. At that point permit me to ask a question. If we paid \$20 per ton for the aggregate weight, that being 1 cent per pound, if 50 per cent is made up of equipment, upon which, of course, we could not collect any revenue at all—

Mr. GREEN. I do not see why you should not on second-class matter. You have to carry it.

Senator CARTER. In our own sacks.

Mr. GREEN. What if they are your own sacks? You are furnishing them to the man to put his stuff in; he does not have to furnish any sacks.

Senator CARTER. I am referring now to the Government revenue. The sacks are 50 per cent of the aggregate weight. If we paid \$20 per ton for carrying both the sacks and the matter on which a revenue is collected, it follows that it costs the Government 2 cents per pound, or \$40 per ton, to do the business for which it receives \$20.

Mr. GREEN. If it is all second-class, but the second-class equipment is not 50 per cent. The second-class equipment is only 7 per cent, according to the post-office figures. According to those figures the average weight of a bag of second-class matter is 46 pounds. That makes the equipment of that about 7 per cent.

Senator CARTER. The loss, then, if loss exists, to be compensated by other considerations, would be the payment for carrying 7 per cent of equipments as dead weight, for which no compensation would be received?

Mr. GREEN. Yes; and if there were no other returns of the profitable kind of matter to the Government from second class, I do not see how anybody could claim that you ought to carry a certain class at a loss of one cent or anything; but what I claim is that in figuring what you ought to charge second-class matter consideration should be given to the profitable mail that second class creates.

Senator CARTER. But, as I understand your proposition as to letting the second-class matter, in which you include periodicals—

Mr. GREEN. Everything that is printed; yes.

Senator CARTER. You would have the Government pay to the railroads the entire receipts for that matter, or \$20 per ton, and stand as a loss, to be compensated otherwise if practicable, the cost of handling and the cost of transporting the sacks.

Mr. GREEN. Yes.

Senator CARTER. Which would be at the rate of \$20 per ton?

Mr. GREEN. Yes—that is, the Government would simply get what is paid the railroads in that case.

Senator CARTER. You would collect from the railroads and pass the money over to them, and our handling in wagons and on star routes

and rural free-delivery routes and city delivery would all be a total loss unless compensated for in the volume of first-class mail which would flow from the operation.

Mr. GREEN. First and third and fourth class, yes; that is the argument exactly.

#### POSSIBLE REDUCTION IN RATES OF POSTAGE.

What reductions in rates of postage would the price of \$20 a ton per mile per year to the railroads for carrying the mails make possible? On the business of the 1903 year this saving would have been \$20,472,292.14, or half of the \$41,886,848.59 paid that year to the railroads. In the 1904 year they were paid \$44,695,610.36 (report, p. 151), half of which is \$22,347,805.18. The total expenditures according to report, page 4, were \$152,362,116.70. From this deduct the saving, \$22,347,805.18, and we get the corrected expenditure of \$130,014,311.52, revenue, 1904 (report, p. 3), \$143,582,624.34, leaving surplus of \$13,568,312.82.

First-class matter is low enough already. Two cents an ounce pays for transportation enormous distances, and yet is so little that men in multitudes pay it every day for letters mailed and delivered inside their own city. The percentage of drop matter in the large cities, first-class matter, is variously estimated at 30, 40, or even 50. A glance at a heavy mail delivered to business houses in New York will often show three-quarters of all to be drop letters that have never ridden a rod on a steam railroad. Taking the Post-Office as a business enterprise only, its massive justification is the service of first-class matter, and by the contribution of other matter to that, all else is to be financially judged. It contributed (see Table K) in 1904 \$113,552,703.83 out of a total revenue of \$143,582,624.34, almost 80 per cent.

Next to this is printed matter, whether periodical or not. That a certain weight of matter is or is not issued periodically makes no difference in the value of what is printed, nor does it affect to any extent the cost of carrying it. Printed matter, as already pointed out, is an indispensable feeder of first-class matter.

Make all printed matter, bound or unbound, 1 cent per pound—that is, extend the provisions of second-class to cover all printed matter, whether periodical or not, and take in everything printed that does not violate some law of the land, doing away with any possible discrimination other than that. That leaves only merchandise. If the postage on that is made 1 cent for 4 ounces, or 4 cents a pound, then the business of 1904 would be something like this. The special weighing sheds no light on the proportions of third and fourth in the class "third and fourth." Assume half and half.

The pounds and percentages of revenue matter, 1904, shown in Table L, are:

	Pounds.	Per cent.
First class.....	135,181,790	15
Second class.....	569,719,819	63
Third and fourth.....	202,772,686	22
	907,674,295	100

TABLE L.—*Business of 1904, first class unchanged, third class merged in second at same price, and fourth class (merchandise) at 4 cents per pound, assuming equal pounds for third and fourth.*

Class.	Yearly, pounds.	Price per pound.	Income.
First.....	135,181,790	\$0.84	\$113,552,703.8
Second.....	569,719,819	1	5,697,198.19
Third.....	101,386,343	1	1,013,863.43
Fourth.....	101,386,343	4	4,055,453.72
	907,674,295		124,319,219.17
Box rents, etc.....			5,942,253.68
Total expenditures.....	\$152,362,116.70		130,261,512.77
Less to railroads.....	22,347,805.18		130,014,311.59
Leaving a gain of.....			247,201.25

#### ADVERTISING.

There has been and is a widespread hostility to advertising, for which there is no justification. This found expression in a clause of the law of 1879: "*Provided, however, That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates.*" Advertising is never a primary purpose. All publications are issued either to help some object or "cause" or, as generally, to create and stimulate profitable business. Technical "reading matter" and advertising are alike means to a further end, are never "designed primarily for advertising purposes." Advertising was conjoined with reading matter in literature, and especially in periodical literature, long before the setting-up of second-class matter. But since that time its growth has been enormous, almost incalculable. Publisher and advertiser join to create periodicals. Part of their contents is furnished free by those who have something to say; part is bought by the publishers from associated presses, telegraphs, local correspondents, and writers; and part is furnished by advertisers—that is, by customers who pay for the privilege of so much space to stimulate their private enterprises. In this, publisher and advertiser are at one, and with them almost the entire community.

For this advertising very large sums are paid. Without the income from advertising an average periodical could not pay out the money spent for its reading matter. And it stands to reason that the volume of advertising could not be kept up and continually increasing unless that advertising brought adequate returns. Writing "ads" has grown into a profession. They are intended and adapted to draw and hold the public attention. And they do. Many of us in a new issue of a periodical go through the advertisements first. It is manifest that they serve the public in two ways—one by the contents of the advertisements themselves; the other by the better reading matter the publishers can and do furnish, which without the advertisements they could not.

Beyond this service of advertising to the general public, how does it affect the post-office? Its contribution to that is exceedingly large. Not only does it stimulate that institution by the mail matter originating in the increased development it awakens, and

without which the present status of the post-office could not have come, but the advertising itself is the provocative of vast masses of other second class, of third and fourth, and of first class. Advertisements abound soliciting the use of the mails, hundreds in a single number of a magazine. Single advertisements sometimes bring thousands of responses, each involving at the start a 2-cent letter, and opening the way for a mass of further correspondence. If the mail matter in a single day directly traceable to advertising in periodicals could be segregated, no one could be unconvinced of its fruitfulness to the mails. Or, if the yearly mails of large advertisers could be tabulated, a similar result would be inevitable, though that would not include the postage on the matter sent to them.

#### WHAT WE SUGGEST.

The reducing of railroad transportation to \$20 per ton per mile per year, all distances and all weights, with no extras.

Weighing the mails every year.

A uniform postage of 1 cent a pound for all printed unsealed matter, whether periodical or not.

Forbidding future interference with any printed matter which does not violate law, and the annulment of any existing regulations attempting to do so.

A rate of 1 cent for 4 ounces on merchandise up to a limited weight.

And, whether these reforms are enacted or not, the repeal of the clause of the law of 1879 excluding from the mails any printed matter not violating law.

And the repeal of the provision by which publishers of periodicals published less often than once a week are deprived for their own cities of the rate to which they are entitled everywhere else.

This report is signed by Isaac H. Blanchard, and by myself as chairman. Mr. Eggers, whose name appears as signed to the printed document, desires his name to be stricken from the record. He said he had not given the matter sufficient study and he was unwilling, under those circumstances, to have his name appear there.

The VICE-CHAIRMAN. Have you concluded, Mr. Green?

Mr. GREEN. Yes.

The VICE-CHAIRMAN. Are there any other questions to ask Mr. Green?

Representative MOON. I have nothing.

The VICE-CHAIRMAN. I am informed that one or two parties who were called earlier in the session to-day have now presented themselves, and we will hear from Dr. Immanuel Pfeiffer, representing the Postal Reform League.

#### STATEMENT OF DR. IMMANUEL PFEIFFER.

Mr. PFEIFFER. Mr. Chairman and gentlemen of the Commission, I take it for granted that if we did not have a deficit in the Post-Office Department we would not have this investigation. I base this opinion on the fact that I have introduced before Congress a bill providing for investigation of the whole post-office service, but for reasons best known to the Postal Commission that bill was ignored,

and on the other hand a resolution was passed to have this subject investigated. I should prefer to have an investigation of the whole postal service upon a practical basis. If I were a physician called into a household to investigate the sanitary conditions there, I should not confine myself to one part of the house, but I should seek to go through the whole building, commencing with the cellar.

The Postmaster-General in his report of 1905 says that the postal service should be a business institution. I, for one, agree with the Postmaster-General, and I say with a deep sense of regret that it is not at present conducted as a business institution. Ordinary business principles as a whole are violated throughout the whole administration. Hence the deplorable fact remains that our Post-Office Department as a whole is at least twenty-five years behind the other civilized countries.

Now, the great question seems at least to be, How shall we overcome this deficit? And, for reasons best known to somebody, the whole blame of this deficit seems to be laid at the door of our public educators. From my standpoint you might as well say to the poor boy or girl: "You see that large beautiful building; you see all those teachers going in there? Well, unless you can pay your share in sustaining the expenses of that institution you can not be admitted." You might as well say that.

Now, gentlemen, I propose to show to you three separate and distinct ways by which this deficit can be turned into a profit, which I should be very glad to see. Of course, the only way we can justly arrive at an opinion is to give a thorough investigation of everything connected with handling the mail. I take it for granted we all want to arrive at a correct conclusion. It is easy enough to say that it costs the Government a great deal of money to send all these publications through the mail. That is one of the business principles of any business transaction, to see what is the cost. We must know that before we can ascertain the profit or loss.

My first duty will be to refer to the railway service; and while in some respects what I say may be a repetition, still I think it has a bearing on this case, because the more people we can find who are of the same opinion on these matters the stronger that opinion will be, no doubt.

When we had a committee appointed a few years ago to investigate the railway mail service, we found that after two years and a half of work, and they had every opportunity given them, they could not agree. So, like any ordinary jury, they agreed to disagree, consequently we were presented with more different reports. I will quote a few things from the majority of the reports. They said that the rate of pay should be reached "as near as may be upon a business basis, and in accordance with the principles which control ordinary business transactions between private individuals."

That is good.

"That the mail is not comparable with the express business."

"That the mail is not comparable with freight."

That "there are two many points of difference between the passenger and mail transportation to take the passenger service of the railroads as a basis for the determination of the railway mail pay."

That the safest method by which to reach a just approximation

or estimate of cost to the railroads of transporting the mails is that which Professor Adams denominates the "method by analysis," by which the expenses and revenues of the freight and passenger departments are segregated, after which the passenger expenses and revenues are also segregated into, first, the transportation of passengers, including baggage; second, the transportation of express matter presumably (although not so stated in the report), and, third, the transportation of mail.

That "space" should not be substituted as the unit for paying in place of the "ton-mile" basis.

Another report was given by our friend Mr. Loud, and he rather astonished everybody, or almost everybody, by his report, in which he said: "The testimony and deductions therefore lead me to conclude that, as a whole, the railroad companies do not derive a profit from the carriage of mails." But he recommends the substitution of "space" as a unit for paying in place of weight and partial space. I will come back to that in a minute.

Hon. W. H. Moody also gave a separate report, and he calls attention to the fact that "48 per cent of our expenditures to the railroad companies is for the transportation of equipments," and he recommends a continuance of the investigation by a commission of experts.

Hon. William H. Fleming also made a separate report, favoring Professor Adams's recommendation of a reduction in railway mail pay of from 5 to 12 per cent, and he states "the majority of the Commission state in their report that this question of mail pay is one of judgment, but after making this admission they forthwith proceed to set aside the deliberate judgment of the best expert they could procure."

He makes a comparison of the cost of coal and iron between 1875 and 1899, and asks the question: "Is mail transportation entitled to no benefit at all from such sweeping reduction in the cost of operations?" He claims that in 1898 a given amount of freight was moved at 44 per cent less than in 1878; that while the average mail rate was reduced from 20.59 cents per ton per mile to 12.50 cents per ton per mile between the years 1881 and 1898 this reduction was due entirely to the increased weight of mail carried over the particular road that received the payment. The form of the law has not been changed since 1878, and the railroad carrying 100,000 pounds of mail in 1900 receives exactly the same pay that was received in 1879 by a road which carried the same weight of 100,000 pounds. He claims that according to one of Professor Adams's analyses of an important railroad that \$1,178 per mile or thereabout was paid by the mail service in excess of its full allowance for expenses and profits, and we all know that Professor Adams is unquestionably the best expert we have. If no reduction be made in railway mail pay he recommends a reduction in the rates paid for post-office cars, for the following reasons:

(a) If post-office cars were not used the railroad companies would be obliged to furnish and use the regular apartment cars, for which no rental has ever been charged.

(b) The only equitable amount which the Government should pay for the use of post-office cars, when used in place of apartment cars (which they would otherwise be obliged to furnish), is the in-

terest upon the difference in the cost of the two styles of cars, the increased loss by depreciation, the increased cost of fuel for hauling an increased weight, and any increased cost of maintenance.

(c) The average annual rental of a post-office car is \$5,703, which is considerably more than the entire cost of the average post-office car, and a generous allowance for the above enumerated items would not exceed \$2,000.

As a matter of equity, either the rental of post-office cars should be reduced or a rental allowed for apartment cars.

He also calls attention to the excessive weight of equipment and recommends reduction in weight.

The testimony that was given before this Commission shows that a reduction in the average price per ton of freight during the past twenty years was at least partially due to a reduction in the freight rates for similar articles in 100-pound lots and also in carload lots. In the case of the reduction of the average earnings per mile for passengers it is obvious that this reduction must have been substantial for the same service, although rendered to-day in a much more luxurious manner.

Inasmuch as railway mail pay for 200-pound lots or for 100,000-pound lots is exactly the same to-day as it was twenty years ago for 200-pound or 1,000-pound or 100,000-pound lots, do not these undisputed facts justify grave doubts as to the soundness of the "automatic-reduction" theory as advanced in the majority report, and also verify the claims that in every instance where reduction has been made in railway mail pay that reduction has been due wholly and exclusively to the hauling of a larger quantity of mail or the conduct of a wholesale instead of a retail operation, on the same principle that the average rate for freight would show an apparent reduction if merchants merely shipped a larger proportion of merchandise in full carloads, even though not a single reduction were made in the respective rates.

The frequency of the mail service is quoted in the majority report as one reason why a reduction in pay can not be made. Now, the question is, Is the frequency of the mail service any greater than the frequency of the ordinary passenger or the commutation passenger service?

The majority report attributes the reductions in freight rates largely to the lessened ratio of "dead" to "paying load," while in the mail business the ratio of dead to paying load has increased. Has not the ratio of dead to paying load of passenger service also increased during the past twenty years?

Have not the reduced prices of coal and iron, the increased pulling power of locomotives, and the increased average efficiency of operatives during the past twenty years had something to do with the reduction in freight and passenger rates?

Here is a thing which has been interesting to me for twenty years, because I agree with our friend Cortelyou that we should be business men when we handled other people's money. Post-office cars cost, according to the testimony, from \$2,500 to \$6,000, or an average of probably less than \$5,000. In addition to the regular pay for the mail which they carry the Government is said to pay an initial annual rental of about \$5,703, or about \$700 more each year than the actual cost of the car.

These figures were given by a number of our most successful business men, who came together after this report was made, and these are their figures. I have a letter here from Mr. Shallenberger, Second Assistant Postmaster-General, wherein he answers a number of questions, and he says:

The number of postal cars in use at the close of the fiscal year ending June 30, 1905, was as follows: Whole cars, 1,015 in use. 215 in reserve; apartments, 2,683 in use, 525 in reserve; making the total of cars and apartments in use and in reserve 4,438.

The reports of the number of cars and apartments for the year ending June 30, 1906, have not yet been completed.

Taking these figures here of the number of whole cars we have, I think, a showing that the railroads make still more money than what this Commission says. They are making enough anyway, I think.

Now, if these so-called post-office cars were not in use would not the railroad companies be obliged to furnish regular apartment cars, such as always have been and still are used, and for which no additional rental is paid? "Consistency, thou art a jewel."

In running post-office cars in place of apartment cars what additional cost is incurred by the companies exclusive of interest on difference in cost of cars, annual depreciation in the difference in cost, and the fuel and water for drawing the increased loads and a possible difference in cost of men?

The testimony on page 500 of the report, part 2, calls attention to the fact that between \$6,000,000 and \$7,000,000 is annually charged for "equipment received by railway service," which equipment is described by a post-office official as representing the post-office dressing, and appears to include, among other items, the sacks and pouches which serve as receptacles for the mail distributed en route and whose principal function is similar to that of the wooden cases and boxes into which the mail is likewise distributed, but which are not weighed and charged for as equipment, because, although much heavier in weight than the sacks and pouches, they are permanently attached to the car, another inconsistency.

Now, we ask, does the Commission recommend, in addition to the regular pay for the carrying of the mail, the continuance of the present annual charge of nearly four and a half million dollars for rental for postal cars, and this additional annual charge of between six and seven million dollars for carrying the post-office car dressings?

Now, as a practical business man, I will say gentlemen, that if I am a packer of berries, for instance, or fruit of any kind, the railroad company will charge me their rate on the shipment of the fruit, but they give me the privilege of sending back the empty boxes, or the empty cases, whatever they may be. If I am shipping wool they will send me back the empty sacks free of expense, thereby thinking they are only meeting the shipper in a fair way to promote their own interest. Why should not the Government receive the same benefit? That is the question.

In trying to reach a determination upon what basis railway mail pay should be determined, the majority report tells how not to do it by ignoring freight, express, and passenger comparisons, and attempts to tell how to do it by recommending an untried method,



which some railroad authorities have claimed to be impracticable, and of the practical operation of which no actual instance has been cited.

The majority report declines to take the passenger service of the railroads as a basis for the determination of the railway mail pay, upon the grounds that "there are too many points of difference between the passengers and mail transportation."

Are not both mail and passenger cars drawn, in the great majority of instances, by the same locomotive and in the same train? Are not both mail and passenger cars heated, lighted, cleaned, and supplied with water? Are not the railroads liable in both cases for injury to individuals? Are not the mails and about an equivalent proportion of the passenger service both commutative in character?

Inasmuch as infants are charged no fare, children under a certain age half fare, and adults with the privilege of carrying 150 pounds of baggage, full fare; and inasmuch as large discounts are offered for a party or number of travelers, or for return trips, or for monthly or yearly contracts, is it not possible that "weight and space," "volume of traffic," and "frequency of service" practically constitute the same unit upon which both mail and passenger rates are actually determined at the present time?

Inasmuch as the passenger service is admitted to be more expensive than mail in the items of printing, selling, and collecting tickets; auditing accounts; spacious and expensive stations, with elaborate and costly conveniences; advertising; outside agencies, and mail and station baggage masters; and inasmuch as President Spencer has demonstrated the ratio of dead to paying load to be twice as great in the passenger service as in the mail service, and inasmuch as passenger and baggage rates per ton per mile, as determined by the natural laws of competitive business, can be readily ascertained with reasonable accuracy, does it not seem reasonable to assume that the utilization of the method of reasoning by analogy based upon conditions as they actually exist, is more likely to secure an equitable, accurate, and prompt solution of the problem, and also secure it promptly, than would an untried method, pronounced impracticable by those who would be required to demonstrate and operate it, and in the prosecution of which figures might be inadvertently employed, which would afterwards prove to be as fallacious and misleading as were the statistics upon the express business, or the former erroneous figures of a post-office official regarding the average weight of railway mail freight?

Notwithstanding the obvious fact that the actual expenses associated with the handling and transportation of mail are less than for the handling and transportation of a similar weight of passengers and baggage, does not a railway president on page 680, part 1, testify that the gross revenue per ton hauled 1 mile, including dead load, is 28 per cent better for mail than for passengers? And has this statement ever been repudiated?

The railway passenger business is practically divided into two classes. First, general passenger service, in which the passenger travels rarely or only occasionally. This service might appropriately be compared with retail operations. Second, commutation service, in which the passenger specifically contracts to pay for daily

or frequent rides in a limited period. This branch might appropriately be compared with wholesale operations.

Inasmuch as the mail business is preeminently commutative, by reason of the fact that the Government contracts to pay for every day in the year, Sunday included, with which class of passenger rates should mail rates therefore be logically compared?

Now, in regard to Mr. Loud's report there is very little to say, except to ask a question. Does the author actually mean that if the mails were withdrawn from railroads which now receive \$100,000, \$1,000,000 or \$3,000,000 per annum for that service that the railroads could reduce their fixed charges or operating expenses to a greater degree than the above respective figures in consequence of such withdrawal?

If the railroads are actually carrying the mails at a loss, would it not be a paying policy for them to encourage, so far as practicable, the granting of all mail contracts to their competitors?

I wish now to refer to the fourth report—Mr. Fleming's report—which argues several of the propositions upon strict business principles, and reaches very conservative conclusions, inasmuch as this simply recommends the abolition of the special mail facilities appropriation and the adoption of Professor Adams's conservative table of reductions, varying from 5 to 12 per cent. Here is a question perhaps that will answer Senator Carter, inasmuch as the rate for mail in 200-pound lots is \$1.17 per ton per mile, while that of a single passenger and baggage at the full rate is 3 cents per mile, and that would yield approximately only 30 cents per ton per mile, and the low commutation passenger rates would be only 3 cents per ton per mile. It seems to us there is a sufficient margin for some reduction. It should, however, be borne in mind that no railroad company is required to put on any additional trains for carrying a small quantity of mail. It is required to carry the mail on the trains which it already has, which have been already scheduled, and which are for the benefit of the passenger service. What it gets for carrying mail in many instances is just so much additional revenue, with but little extra expense.

The Postmaster-General in his last report speaks upon the subject of the railroad service, and he says:

A more precise method of determining compensation as relates to railroads and other agents for the transportation of the mail is recommended.

He further says in the same report:

The present method of determining the rates for this service (mail) is not altogether satisfactory. The plan now followed appears to furnish a somewhat uncertain basis upon which to make annual expenditures exceeding \$40,000,000. The suggestion has been made—and it is worthy of serious consideration—that a substantial saving in the cost of railway mail transportation would be accomplished by forwarding bulky periodicals and mailable merchandise by fast freight instead of by what is known as fast mail.

It seems to be superfluous, gentlemen, to say more about this feature of the report of the Postmaster-General. Certainly there should never be an uncertain basis when the public servants vote away over \$40,000,000 every year of the people's money.

Now, I think we will leave the railroad mail matter for a while and go back to the proclamation of the Postmaster-General that the postal service should be a business institution.

Senator CARTER. Before departing from the railway mail phase permit me to call your attention to the statement of the Postmaster-General that the present basis of computation is uncertain or unsatisfactory, in connection with your suggestion that the basis should be definite and specific. I ask what basis would you suggest in lieu of the basis now existing, in order to furnish certainty and accuracy?

Mr. PFEIFFER. Unless I could get a good peep into the papers kept in Mr. Shallenberger's office it would be very difficult for me to judge what basis there is, if any, for computing railway mail service, but from my own standpoint, independent of that, I should simply do it on a business basis. If, perchance, a business man can ship through the various transportation companies his merchandise at a rate, as we have seen, all the way from half a cent up, what is to prevent the Post-Office Department from making a contract with a transportation company based upon, as near as possible, the actual cost, which is not a hard matter to get at?

Senator CARTER. The tonnage or weight of mail, as you are aware, varies from day to day.

Mr. PFEIFFER. It does.

Senator CARTER. But the present basis of compensation, as I understand it, employs the weighing of the mails for a stipulated time.

Mr. PFEIFFER. Ninety days, I think.

Senator CARTER. On the assumption that this weighing will furnish a general average for the year. Would you, instead of test weighing to secure an average, undertake to weigh all the mail going upon a given train?

Mr. PFEIFFER. No.

Senator CARTER. It would be impracticable, I assume.

Mr. PFEIFFER. I think it would be.

Senator CARTER. Then I renew the question as to what basis you would suggest in view of the present basis?

Mr. PFEIFFER. By paying a lower rate.

Senator CARTER. And permitting the basis to remain uncertain as it is?

Mr. PFEIFFER. I see no other way. I remember one year I made some calculation, and I found that we paid for hauling the mail \$25 more than the regular freight rate by the Pennsylvania Railroad Company.

Senator CARTER. Twenty-five dollars more than the freight rate?

Mr. PFEIFFER. Yes; \$25 more than the freight rate.

The VICE-CHAIRMAN. Was the service by freight that year the same as the service by mail?

Mr. PFEIFFER. I have no way of knowing that; but I am very glad that this question has been asked, because no doubt you will notice from my accent that I am not a native-born American. I came here about forty years ago, and it is a pleasure for me to make comparisons between this country and other countries.

Senator CARTER. Yes. To the end that that comparison may extend beyond its scope of the present question, I call your attention to the statement made in your opening remarks to the effect that our postal system was behind that of every civilized country in the world in efficiency.

Mr. PFEIFFER. In serving the people.

Senator CARTER. Yes. I will be glad to have you point out the defi-

ciencies and the excellencies elsewhere upon which you base that statement.

Mr. PFEIFFER. I will do so, certainly. For instance, we charge 5 cents for a letter from here to New Zealand. The New Zealander can answer back by paying 2 cents. We charge 5 cents for a letter from here to Bermuda, which lies almost at our door, and we can send a letter to the Philippines, and to Cuba, and even to Shanghai, China, for 2 cents. We can send a package from interior parts of the western country to the interior part of Great Britain at the rate of 12 cents a pound; but if I send that parcel from one town to another, a mile, it costs 25 per cent more. Now, certainly no man who claims to be sane and to be living according to business principles would ever think of establishing such a rate. I come now back to the question asked by Senator Carter. The German Government as a rule says to the railroad companies practically this:

You realize the great benefit you have by occupying our highways and byways, and in consideration of that we demand of you that you haul the mail free.

Those railroads bow their heads down to the mandate of the Government. On the other hand, whenever there is an effort made to reduce this enormous price that is paid to the railroad companies—because it is enormous for the reason that they do not have the cars as they do for the passenger rate, and if we went to the rate paid for the passenger it would be about ten millions instead of forty millions; and here we come to the very extreme. Take, for instance, the case of Mr. Steenerson, in Congress. He is as good a man as we have ever had step into this country. He wanted to serve the people, and he proposed an amendment before the House when the appropriation bill was under consideration to make a somewhat gradual reduction, not at all stepping upon the feet of the railroad companies, giving them plenty of compensation. He just wanted to have a small reduction. Then it was that our worthy friend the chairman (Mr. Overstreet) came forward and called to the attention of the chairman of the committee the fact that an amendment of that kind changes existing laws, and is therefore out of order. Of course the chairman of the committee said that that was so, and Mr. Steenerson had to take a back seat. Now, with all due respect for you Congressmen, I say this as a business man, that it is never a violation of common-sense law to make an effort to serve the people right and justly. And there is a difference between the way the Congress is conducting it and the way an ordinary business house would. Can I point out any more of the particulars in which we are behind the times? There is plenty of it. I would not be here to-day if it were not for the fact that we are behind the times.

Senator CARTER. I would say that the rule of the House invoked in the case you refer to, perchance, was injurious to the interests of the public in that particular instance, but in 1,000 other cases that rule would save the public from ill-considered and hasty legislation through an appropriation bill. The reason for the rule, therefore, is assumed to be, and I think on reflection will be conceded to be, founded in sound public policy.

Mr. PFEIFFER. But suppose I have certain rules that I have learned when I have been at college and I see an opportunity where I can save a man. Do I say to myself, "I confine myself to rules" or

shall I say "Go ahead and never mind the rules?" Senator, how often do we lose sight—and I am sorry to say it as an American citizen—of that grand old democratic principle of the greatest good for the greatest number. Too often are we considering the greatest good for the few. Hence, do we have these troublous movements coming on in the country at the present time, and it is going to come to a reckoning some of these days.

Senator CARTER. Oh, the reckoning has been coming on for over a century. The objection you have to our postal system is based upon the matter of postal rates, largely, I assume from your answers—that of the inequality of rates or the ill-advised adjustment of them?

Mr. PFEIFFER. Certainly, sir.

Senator CARTER. As to the efficiency of collection, transportation, and delivery, what have you to say of our system as compared with the German system?

Mr. PFEIFFER. The transportation system will stand very favorable comparison, there is no doubt about that.

Senator CARTER. Is it not a fact that the large part of the railways of Germany are either owned by the Empire or by the German States?

Mr. PFEIFFER. Some are.

Senator CARTER. The trunk lines?

Mr. PFEIFFER. Certainly.

Senator CARTER. That is true in Belgium and France, also?

Mr. PFEIFFER. To a large extent, and partly true of England.

Senator CARTER. So that the carrying of mails on the trains over there is on the same principle that we carry the agricultural reports out over the country through the mails?

Mr. PFEIFFER. Something similar.

Representative MOON. And here the mails are carried on roads that are not owned by the Government.

Mr. PFEIFFER. Oh, yes; you need not go any further than one illustration. Here was a man in this country who published a magazine and he had thousands of subscribers. Postmaster-General Madden comes forward and says, "You can not put that magazine through the mail at the second-class rate." They had an immense correspondence and the matter went to the White House. Finally the man was driven out of business. He went to Toronto. He had printed on the front page of the magazine a picture of the English crown, and he said that he was now driven away from his native country by the representatives of monopoly, and that he was now under the protection of that flag which he printed upon the front of his magazine. and now comes the terrible picture. Gentlemen, I love these United States. I would like to be able to tell you how deep is my affection for them, but there is a funny side to this also. That paper went out here for about a year. The funny part of it is that Mr. Cortelyou is in a black corner to-day, and this man can send those papers through the United States for half a cent a pound, whereas when published in this country Assistant Postmaster-General Madden would not let it go through at the rate of a cent a pound.

Mr. KRACKOWIZER. You can send it out from Canada for half a cent, but you can not send it out for a cent in this country?

Mr. PFEIFFER. Yes. Suppose a printer says we can not let you come and print your magazine, and the man says he has it printed in Canada. The man says, "Suppose I can get you admitted in the United States, then will you let me print it for you?" The owner of the magazine says, "Yes; if you will not charge me anything more than I pay now." I need not repeat the conversation between them, gentlemen. In the end the fellow was called back from Canada and is now located in New York. Now, if those are good Government rules to go by I shall have to go to school again.

Senator CARTER. Does he pay the cent a pound through motives of patriotism, when he could circulate for half a cent a pound?

Mr. PFEIFFER. Oh, where would there be a man who loved the United States who would like to be deported from the country for the sake of saving a few dollars? He would be hard to find. Is not that true?

Senator CARTER. I guess that is true.

Mr. PFEIFFER. I think so. Are there any more questions about that?

The VICE-CHAIRMAN. Is that all?

Mr. PFEIFFER. Is it time to close?

The VICE-CHAIRMAN. I thought you had completed your statement.

Mr. PFEIFFER. I am only saying that by placing the railway mail service upon a decent basis we would not have to be taxing extra educational matter.

Senator CARTER. The gentleman who preceded you in this statement suggested that we pay \$20 per ton for the transportation of all the mails on the railroads. Do you think that would be a fair compensation?

Mr. PFEIFFER. I have not gone into that feature of it at all. Now, again have I before me Mr. Cortelyou's statement that the postal service should be a business institution. Listen, gentlemen, we have 32,000 vans drawn every year by one or two horses, drawn for 20 miles, carrying that which is not necessary to occupy a space of 1 bushel, nor weighing more than 20 pounds, and this being done for a profit of not more than 40 cents a day. Now, you know, Senator, and I know, that free delivery was extended as a rural delivery, the intention being to prevent these 3,000,000 people living upon these routes from giving up their farm work for the time they would take to go into town to get a letter or a newspaper.

Agreeing with Mr. Cortelyou that this should be a business institution, I say, in the name of common sense, go back to Congress and pass a law and establish at least a local parcel delivery between these people themselves. Do not do it to the world—of course you would not do that, and you would not dare to do it now—but right between these people themselves; establish it so that a farmer's wife, whether Democratic or Republican, can send out and say, "John, bring me back 4 pounds of sugar and a pound of coffee," for which he could get his pay, and then she could tell him that she has there a bushel of potatoes which she wants him to deliver on the way down to that same man and to come back and pay her for that. Now, Senator, you have not lived as long as you have without knowing that every business principle is violated by sending out any man in the United States to haul only what these 32,000 horses do and earn only 40 cents a day on each team. To do it the other way, every one of them would have

to hitch up his team—I refer to the farmer—and take that much anyway. He would have to use his horses just the same. I claim, and I will give you security for it, if you wish, and we will guarantee that this deficiency of \$10,000,000 will turn into an annual profit of \$5,000,000 a year. And that is a low estimate.

Senator CARTER. Permit me to inquire this: If you would permit the package originating off the route to be carried at the postal rate of a cent a pound, or whatever rate was fixed for packages? That is, would you open up the rural free-delivery route to the central mail-order houses in the large cities, or would you confine the parcels to the merchants and others living along the line?

Mr. PFEIFFER. As a stepping stone I would start the service in between these rural districts only between the local points, and make that rate between themselves, between these people themselves, because I know the disposition there is to place this country on the same basis that every other country is. Give us parcel post. I know the immense opposition there is to that, because there is a tendency to serve the class instead of the people. There is a fear of the storekeeper. They do not fear about the farmer and the mechanic. The average load of American rural-road post wagons is 20 pounds on the average 25-mile mail route, as follows, each mail route serving about 20 families:

Letters and post cards.....	Pieces. 54
Newspapers and circulars.....	107
Merchandise packages.....	3

Weight, less than 20 pounds; bulk, less than 1 bushel.

I suggest that a law be passed providing for the establishment of a parcel post on rural routes, such parcels to be mailed at the official offices or stations of such routes. The rate should be low, say 3 cents for first pound or fraction thereof, and 1 cent for each additional 2 pounds or fraction thereof, with a weight limitation of 100 pounds. Such a system would prepare the way for a general parcel-post service, and would, without any extra expense, give an additional revenue to the Government sufficiently large to put the Post-Office Department on a paying basis.

The VICE-CHAIRMAN. Suppose each one of the 100 families would, perchance, on some one given day, give a 100-pound package each to the carrier. How would he prepare to meet that?

Mr. PFEIFFER. Oh, I can answer that only by saying suppose all the people of New York should go down to the Grand Central station and want to take the same railroad train. You know what the consequence would be. There is always an average, and if there was any such demand then we could get on another team. It would pay. Is that satisfactory?

The VICE-CHAIRMAN. Are you prepared to state what the average demand would be for those packages per family?

Mr. PFEIFFER. I am a farmer myself when I am at home, and I made a careful study for the purpose of getting at the bottom of that by talking with people, and there is a general cry for that. There would be lots of service. All you have got to do is to go into a given town and go along the roads that lead up to the various farms and see the number of farm teams that are constantly driving there. Ask any of them where they are going, and they will tell you they are

going down to the store to get so and so. If this plan were adopted the Government would earn several dollars a day on each team, instead of 40 cents. It can be done, and why not be practical and let us serve the people?

Senator CARTER. And save the farmers' teams from automobiles?

Mr. PFEIFFER. There are very few farmers who have automobiles at this date. If they have the money to get an automobile they do not get the automobile, but they go into politics. Such a system would prepare the way for a general parcels-post service and would, without any extra expense, give an additional revenue to the Government sufficiently large to put the Post-Office Department on a paying basis. You know, Senator, as well as I could tell you, that there is no doubt about what I am saying, and it would be a big step forward. Why not do it? Why should we constantly be behind every other country? I did not come over here for the purpose of being behind. I came over here for the purpose of getting ahead, and there is no reason why we should not. Brains are drawn here constantly from other countries, and that should be a sufficient safeguard against constantly being behind. As I told Senator Lodge, after I kept plying him with questions until he said he did not know anything about it, I said, "By God, get out; if I was on a committee for four years and did not know anything about it I would get out," and he did get out. We talked there in the parlor, and when he could not defend the matter any more, he ran away from me, but inside he got a letter that I wrote, in which I said that I could not reach him on the floor, but I could through the public press, and I did. Now, Senator, you are one that seems to be in contact with me, and I guess there must be a relationship when we get back far enough.

Senator CARTER. Oh, we are pretty close together.

Mr. PFEIFFER. I hope so.

Now, if I were asked about it, I would suggest that I would abolish that part providing for the free mailing of newspapers—any periodicals—in the counties where the publications are printed. A great many will say "Amen" to that statement and a great many others will kick. I can not see where that is just to have them send out all of these papers entirely free. That is discrimination, and I do not believe in that. Then I would make a uniform charge of 1 cent a pound, and I would fight to doomsday to keep that up, and my principal reason is that I would not want to go on record to be against education. I do not belong to that class who says that the more ignorant the people are the better Christians they are and the better we can handle them. I say, give us a lot of education. We can not have too much education upon every subject. I had that discussion with Mr. Goodwin, who thinks he is here for the purpose of protecting God, and he wants to have a fellow sitting there who shall say what people shall read. He is going to protect God.

If a man publishes a paper which gives information to women who are about to become mothers as to what their conduct should be during that God-given period of pregnancy, he wants somebody to sit up there and tell us that that is not right. On the other hand, the Agricultural Department sends out books going into the sexual question in regard to horses and cows and tells us all about how to raise better pigs, and they give an illustration of a stallion and the artificial means utilized in modern breeding. Now, that book will go through



the mails all right, but when we want to publish something which will tell the mother how to take care of herself, we can not do it. I am ready to-day at any time to enter my solemn protest against any such laws or regulations of the Government of this country. I do not care who knows it, and I wish that my word could be heard all over the country.

Now, to go back to the recommendation, I would say to make it 1 cent a pound. I would see the Government go forward, and I think that we should have a commission of business men or experts appointed, say, by the publishers, and they should go to work and say what constitutes a newspaper and what constitutes a periodical, so that we would have some basis and we would get somewhere. I do not want to have a party send 50 papers to different parts of this country and only pay 1 cent for the whole lot. It is stupid, it is ridiculous, and on the other hand, it is more than idiotic to take the same 50 papers and handle them across the street from the post-office and charge 50 cents for it. Then, there is no weight limit. You can send a package or a book bigger than that, weighing 4 pounds, all around for 2 cents. I think that we could simplify all this. Let us give evidence to the civilized world that we have a right kind of brain, and that we are progressive, and that we will listen to the voice of the people, so that we may have a law that will last twenty-five or fifty years, until somebody else comes forward and picks it to pieces. Give us something that will make it easy for the post-office. You people have passed a law that has been asked for for years by Mr. Madden—to consolidate the third and fourth class matter in one post-office division. One postmaster would say that a certain thing is third class and another would say that it was fourth class. It is preposterous. Let us have one class of merchandise for the time being, at 8 cents a pound. That gives a big profit.

Senator CARTER. What would be your definition of a periodical?

Mr. PFEIFFER. Oh, oh; no you don't! Perhaps I will give it to you straight, if you put me on the Commission.

Senator CARTER. Upon what rule of action?

Mr. PFEIFFER. Well, go on and take that law of Minnesota as a starter. We get all our enlightenment from the West anyway.

Senator CARTER. The Commission to which you refer would be merely a substitution of a large for a smaller body. The Third Assistant Postmaster-General undertakes to discriminate at the present time.

Mr. PFEIFFER. Yes.

Senator CARTER. You would have a number of persons named on that commission?

Mr. PFEIFFER. Yes.

Senator CARTER. And the duty of that Commission would be to pass upon specific cases?

Mr. PFEIFFER. No; I should first establish a commission to establish what would constitute a daily paper, what a weekly paper, or a monthly, and so forth, and then, after that is done, I think they are safe in going into the Post-Office Department, especially if we have such men here as Mr. Bacon. Those men are trying hard to do what is right and fair, and, I think, with a definition of what constitutes a paper and periodical it would be a great step forward, and then

we should have a weight limitation. You would not send out 50 copies all over the country for 1 cent, nor would you send out big publications at home in cities for 2 cents and free to the county. That would cut the deficiency enormously down.

The third way I have not mentioned, because it has been thrashed out, and that in regard to the franking system. Of course, I am a believer in equal rights, and can not see to save my life why a Congressman should have the right to use the mail almost unlimited free. He is very well paid for what little service he gives, if he gives any, and I dare say that some of them do. If he is not satisfied with his job, let him get out and do something else. A couple of years ago, I believe, you passed a law——

Representative MOON. Are you speaking of the franking privilege of Congressmen?

Mr. PFEIFFER. I am speaking of Congressmen at the present moment.

Representative MOON. Well, they do not use that for their private affairs.

Mr. PFEIFFER. Oh, well, we do not know.

Representative MOON. Oh, yes; we do.

Mr. PFEIFFER. You know what you do.

Representative MOON. I know what I do, and I don't know of anybody else that does use it for private affairs. The intent of the law is that the franks shall be used for the distribution of documents to the public, and the Congressman, in using the frank, is acting as the immediate and direct representative of the people and for their benefit, according to the judgment of Congress, and not for his own interest. It may be true that he by distribution may obtain some ultimate favor from it, but that is a consequence.

Mr. PFEIFFER. Oh, I have had a Congressman ask me how many envelopes I wanted to have to send out seeds in.

Representative MOON. Well, he is violating the law.

Mr. KRACKOWIZER. Will the Commission permit me to ask a question?

Senator CARTER. Yes.

Mr. KRACKOWIZER. You would prefer a seven-headed commission, which practically would hold its position for life or for a term of years?

Mr. PFEIFFER. Oh, certainly.

Mr. KRACKOWIZER. Which would be permanent? You would prefer a seven-headed permanent tyrant to one amiable, honorable tyrant, who may in the course of events be removed, or who may slide out of office.

In other words, you do not trust one man to do his business, to interpret the law, but you think that where 1 man may err each of the 7 may err, but an average of their errors would be more likely to be right than wrong. Is that your idea? I am putting something into your mouth if you answer yes.

Mr. PFEIFFER. Take the tyrant part away from it, and I should say that 7 men know more than 1.

Mr. KRACKOWIZER. Then 13 men would know more than 7 men?

Mr. PFEIFFER. Oh, it would not be practicable to work with a commission of that kind, with that kind of a body.

Mr. KRACKOWIZER. Here in to-day's paper is a three-column advertisement of an entirely new venture—Ridgway's. When Mr. Madden is asked about this, I wonder whether he is going to judge it to be a newspaper or a periodical? The place of its publication, as indicated on this map, seems to be at 14 different cities, all over the United States, simultaneously, on Saturday morning, with common matter and interchanged matter. Is that going to make it easy for him to decide? If it is not easy for him to decide, how are 7 men going to decide, and when 7 men do decide, will it be right until the courts have passed upon it? The point I want to ask you, who are an iconoclast, is what the difference is between a single tyrant, an autocrat, or a bureaucrat and a seven-headed bureaucratic commission, and what will be gained; and why should professors decide whether this or that is a periodical or a newspaper? And why not the common, everyday man, like Mr. Madden and myself?

Mr. PFEIFFER. According to your rule, it would be better for the Government to appoint a commission of one to sit here and investigate this question instead of the Commission that we have here to-day. That would be better.

Mr. KRACKOWIZER. That is the argumentum ad hominem. The Commission, it might be said, is Mr. Glassie.

Mr. PFEIFFER. Of course I do not know that. Of course I was taking it as my basis and my brain was not full of tyrants this morning. It was, on the other hand, filled with thoughts of the citizens who love their country and want to have fair laws on our statute books and have them executed in a fair manner with no special privileges for anyone. I do not wish to be discourteous or to ascribe any bad motives to any one of us. Every one of us finally gets to the position where Mr. Wallace, for instance, was, who wanted to define what a nominal rate was. We all finally get to a point where if we were the Third Assistant Postmaster-General we would say this and that, and, by God, we would not have it any other way.

Mr. KRACKOWIZER. And why is not Mr. Madden and his word just as good as this or that man or anybody else's?

Mr. PFEIFFER. If I had permission to answer further, I would certainly do it. Shall we go any further into that question of a tyrannical body?

The VICE-CHAIRMAN. I would suggest, Mr. Pfeiffer, that you proceed in your own way. It is a matter for you to determine whether or not you desire to answer the question, and not for the Commission.

Mr. PFEIFFER. I would say that the way I got acquainted with Mr. Madden was that we had a dispute which lasted for eight months, and I felt very bitter against him because I got an honest impression that he was unfair with me. After eight or nine months' fight, lasting from January to September, I won out on every point, and then we met personally and I was shown the courtesy of the Department. I got acquainted personally with a number of gentlemen who are intrusted with business in that Department, and then I came to the conclusion that they were doing the best they knew how. But that is not always enough. The fact of it is that a great many people, as Mr. Atkinson said on the stand yesterday, have thought that General Madden was a little bit arbitrary in his ruling. In other words, that he had too much power; that there was too much power given to one man; just as I referred to Judge Goodwin. I had a long inter-

view with Brother Hitchcock, and he says, "I esteem you highly, Doctor. I believe you are honest and intelligent, and I believe that you know what you are talking about, but I can not rule with you, because on all such points, where there is a difference of opinion in regard to what is in the statute, we have to refer the matter to the Assistant Attorney-General." There is one man who has the power to sit there and say what can be printed and what can not be printed to-day. There is something wrong about such a power as that.

Representative MOON. He does not have to refer it unless he wants to, as a matter of law. If his judgment is uncertain about it, he does refer it. He is not obliged by law to refer it.

Senator CARTER. The Assistant Attorney-General is an adviser and not a commander.

Mr. PFEIFFER. They refer all matters of dispute to him?

Senator CARTER. Yes; for construction of laws.

Mr. PFEIFFER. As I say, there certainly is need when we look upon it in a common-sense way. It is not to be wondered at. Comparatively a few years ago a few farmers and mechanics got together and took off the English yoke of government and they came over here and formed a little Government of their own.

Representative MOON. Would not your remedy be, if you disagreed with the interpretation of the Postmaster-General or of any of the assistants of the Attorney-General, to have the law provide that you might apply to the courts as now constituted?

Mr. PFEIFFER. Yes.

Representative MOON. As I understand it, many questions are now in the discretion of the Department, and the courts would not undertake to control that discretion. But suppose a publisher had a general right of appeal from the Department to the court, and the right to institute proceedings by which the courts would determine any right of the publishers, would not that be a better remedy than to constitute a commission?

Mr. PFEIFFER. Oh, I have always been in favor of having our courts attend to this business, but I thought if we could get a commission appointed it would in a way make it easier for the Department and save a great deal of trouble.

Senator CARTER. Would you make the decision of your Commission final, without appeal?

Mr. PFEIFFER. No; I should every time go into the court. I should never take the power away from the judiciary under any consideration.

Representative MOON. Then it would be better to go into court direct.

Mr. PFEIFFER. Yes; I want the Commission only to go forward and on a business basis agree on something definite to prevent all this present botheration that we have got. Now, answering your question, Senator, you know it is part of the law now that a Postmaster-General upon evidence satisfactory to him can exclude all mail matter. Who is the Postmaster-General? And on what evidence does he act? It is the post-office inspectors who do that all over the country.

Representative MOON. Would it not satisfy you if the law were amended so as to provide that if the judgment of the Postmaster-General was not acquiesced in by the publisher the courts should

have the rights of review. I do not mean to use that language, but in substance.

Mr. PFEIFFER. Surely.

Representative MOON. That is what you want?

Mr. PFEIFFER. Yes.

Representative MOON. A court review of the Department action?

Mr. PFEIFFER. That is all I care about it—to have everything judicially attended to by a judiciary and not by executive officers.

Representative MOON. It is safer to have judges pass on questions of law than to have them passed upon by men who are not learned in the law.

Mr. PFEIFFER. I have been present in Washington when a post-office clerk would sit with the power of a judge to take testimony and rule in evidence, just as a judge. And in one case there was a decision of the Supreme Court cited by an attorney. The clerk was told that the court had decided that way—the Supreme Court—but he said, nevertheless, he did not care about that; he would rule on it anyway. I do not think that is an American spirit, and I am very much opposed to it.

Senator CARTER. Would you apply the right of appeal to the courts in cases where the mail of individuals is denied the right of the post?

Mr. PFEIFFER. Everything of a judicial nature should be handled by the courts. What have you got all these United States attorneys for everywhere? Make a complaint to the Postmaster-General in that district, bring it up and let him act upon it, and give bond if it is necessary to the court, and act promptly in the matter.

The VICE-CHAIRMAN. I think that is all.

I am told that since earlier in the day that Mr. Blackburn, of Anthony, Kans., president of the Kansas Editorial Association, had come into the room. If that is so, I will ask Mr. Blackburn to come forward.

**STATEMENT OF W. E. BLACKBURN, PRESIDENT OF KANSAS EDITORIAL ASSOCIATION.**

Mr. BLACKBURN. Mr. Chairman and gentlemen of the Commission, the question under your consideration affects interests of such extent that radical changes, if made at all, should be made after the fullest consideration of all interests involved. The establishment and elaboration of the privileges of second-class mail matter has been generally recognized, not as concessions to publishers but for the common good.

There have been no considerations of the question of postage by western publishers for many years. The freedom of the mails is regarded as a concession to the people and is not reckoned except as a factor in enabling the publisher to furnish his paper for a less sum, and thus to a large number. The second-class mail privilege has really become in a way a vested right of the people rather than the publisher. Any material change must result in the readjustment of business lines. With papers now published on the narrowest of margins, for a price that must be supplemented by earnings from other sources, an increase in postal rates would mean a return to old conditions and each subscriber be charged postage on his copy. With other sources of economy open to the Department, it seems that some expression for retrenchment might show in them.

The deficit in the Department reports should not be only to the extent the business for a year might outstrip the appropriation for the twelve months. As has been suggested many times, the charging of governmental mail at cost would be a great aid; the revision of railway contracts might, in fact would, offer yet other fields for economy. Doubtless there are possibilities within the Department. The late John J. Valentine, president of the Wells-Fargo Company, told me that he, with his associates, would be glad to pay the Government several million dollars per year for the privilege of handling the mails on the same rates then charged, which, I believe, caused a deficit of some six millions, yet American express companies pay the railways from 35 to 60 per cent of the gross revenue for substantially the same service accorded the Government for mails, and when the car allowances are figured in the Government pays a very much higher rate. As a matter of fact, express companies, by reason of special rates on many commodities and by persistent underbilling paid but little if any more than first-class freight rates.

Governmental publications, nearly all of the greatest benefit, should be carried free, as they have been. Rural free delivery is of great benefit and should be extended, yet a service that costs \$100 a month for a revenue of 10 per cent of the cost may readily be increased beyond reason.

Limitations may be set upon second-class mail matter which will effect considerable economy; sample copies are a source of expense and of most material value to the publisher, and the privilege is by him considered as an asset. I have just received a proposition for the sale of a farm paper which has a circulation of 25,000 copies and a strong argument as to the value of the publication is made in the mail privilege of 25,000 sample copies each issue, with that attractiveness for advertisers.

Speaking solely from the standpoint of the publisher of a country weekly, I believe the sample privilege of monthlies could be properly restricted to 2 issues a year, weeklies to 12, and dailies to perhaps 30. The average country weekly has a circulation in the neighborhood of 1,000 weekly; this would enable him to send out 12,000 samples each year, which would cover the average field four times each year.

For the elimination of papers to dead and obsolete addresses with requests to postmasters to "hand to some one likely to appreciate it," the prompt return of all dead copies at, say, 8 cents per pound, to the publisher would cause him to keep his list revised and up to date.

Advertising has grown to such an extent as to quite overshadow the news and literary feature for which the second-class rate was put on, and should at least be restricted to equal in pages the pure, unpaid reading.

There should be a legal definition of the word "subscriber." To my mind it means a person who has subscribed for a publication or has it sent by some one paying full rates therefor. As the sending and paying is purely a business matter between the publisher and subscriber, I do not see how the Department may readily limit the extension of credit; however, one who has not paid up in, say, five years, could be taken off the books without loss to anyone.

The faithfulness and ability of the postal authorities in exercising supervision of publications, mainly from the standpoint of the public welfare, has been so admirable in every respect I am of the opinion that it should continue. The action of the Department is so uniformly just I doubt if such matters could be bettered, or even held to the present effectiveness, if subjected to court review.

An improvement in the mail revenue might come from restricting second-class privileges to publications which are purely within the limits of section 428 Postal Laws and Regulations; and any paper or magazine published for a nominal price, or that makes clubbing rates or special gifts or concessions, or that conducts with the paper a publishing house or mercantile or other business for which the paper is used as an advertising medium, should, in my opinion, be excluded from the second-class privilege.

When the foregoing has been accomplished, there will no deficit; rather, a substantial profit will be shown in every year's business. But even if it did not pay, the loss, if due to second-class matter, would be a most profitable one.

There is no one to refute the claim of the wonderful stimulus the papers and magazines are to the first-class mail service, and in that way help pay their cost. In another way, they would pay were they distributed entirely without charge, and that is, in the dissemination of information, of the greatest value concerning the constantly advancing civilization; in the oneness of language, thought, ideals and interest stimulated by the widely-circulated publications; in another way, purely economic, in opening a national market for many things, enabling the makers to produce the best for the least money because of the magnitude of their operations.

The papers of the United States are what make it great, they unify the people, post them as to the world's affairs, advise and counsel in their interests (which is also the publisher's), and the result shows that when a national crisis comes, the papers, the people, are one, and are right.

Senator CARTER. What have you to say with reference to the proposition to aid the county papers, and with respect to the publications called upon to pay 1 cent a pound for distribution?

Mr. BLACKBURN. There would be no serious objection to it in my estimation, although I think the nearer we approach the free distribution of such matter the more desirable it would be.

Senator CARTER. Would the country papers, as a rule, accept the rural free-delivery facilities as in some way a justification for the addition of 1 cent a pound, or a charge of 1 cent instead of the free delivery as formerly undertaken?

Mr. BLACKBURN. I hardly think so, as I see wherein no profit accrues to the country publisher from the rural free delivery.

Senator CARTER. Does not the rural free delivery tend to increase the circulation of the papers?

Mr. BLACKBURN. Of the daily papers, yes, sir.

Senator CARTER. Of the weekly papers?

Mr. BLACKBURN. No; I think if anything it has the other effect in that it stimulates circulation of the larger papers.

Senator CARTER. Then it operates to the detriment of the weeklies?

Mr. BLACKBURN. If anything, slightly, yes, sir. Then there would

be another objection to the putting on of the charge that it would come entirely out of the pocket of the publisher, because it would be so small that he could not make a charge for it.

Senator CARTER. The daily paper published in the county now pays postage within the county?

Mr. BLACKBURN. I presume so.

Senator CARTER. That is the law, is it not, Mr. Chairman?

The VICE-CHAIRMAN. Where it is not a carrier office. There is no distinction in the distribution of free matter within the county, whether daily or weekly, where it is not a carrier office.

Senator CARTER. I refer to the rural free-delivery carrying service.

The VICE-CHAIRMAN. The daily paper does not pay if it is not a carrier office.

Senator CARTER. Do you consider that a carrier office if a paper is published at a central point—

The VICE-CHAIRMAN. For example, the city of Indianapolis is located in the county of Marion. There is free distribution in the county of publication outside of the city limits, but not inside the city limits.

Senator CARTER. Does that free distribution apply to the rural free-delivery carriers?

The VICE-CHAIRMAN. That is the question that is before the Department for determination now, and there is a question as to whether or not rural delivery does not make it a carrier office. I am inclined to think that there are strong grounds from a legal standpoint for holding under existing statutes, that a carrier office alludes as much to rural as to city carrier, although there is a difference as to the construction.

Senator CARTER. Now, Mr. Blackburn, should it be finally held that the rural free-delivery route constituted the office from whence it proceeded a carrier office within the meaning of the law, would you then deem it advisable to have the daily papers pay the pound rate of postage within the county?

Mr. BLACKBURN. I could not logically hold that position if I would have the weeklies circulate free.

Senator CARTER. Assume that the weeklies were permitted to circulate free, inasmuch as their circulation is not stimulated or bettered, according to your view, by the rural service, but the circulation of the daily within the county is stimulated and materially increased and benefited, would there be any injustice in permitting a weekly to pass free while charging a daily?

Mr. BLACKBURN. I think it would be wrong. I think if the weekly man wanted to take advantage of the rural rates to that extent he might put in a daily if the conditions would justify it; but I do not think the difference would be sufficient to justify such a change in principle. If one paper circulates free, because it is of benefit to the subscriber, certainly the other paper of equal benefit ought to have the same privilege.

Senator CARTER. But from the purely business point of view, I understand your statement to be that the establishment of the rural free delivery route, which entails additional expense to the Government and very perfect service, operates to the advantage of the daily papers to a marked degree.

Mr. BLACKBURN. Yes.



Senator CARTER. By increasing its circulation, but it does not increase in the county the circulation of the weekly paper, but rather operates, if at all, to its detriment.

Mr. BLACKBURN. Yes.

Senator CARTER. Inasmuch as the increased cost of the service increases with the efficiency of the service to the financial advantage of the daily paper, would it be unjust to the daily to attach the pound rate of postage while not attaching that rate to the weekly, which was, according to you, not benefited at all?

Mr. BLACKBURN. Well, I should think that if you admit that the rate is accorded the papers for the benefit of the people, it would be pretty hard to make a difference there.

The VICE-CHAIRMAN. Just a moment, please. You made a suggestion for the restriction of the advertisements, as I now recall, so that the space occupied by advertisements should not exceed the space occupied by the so-called "reading matter?" Am I correct in that?

Mr. BLACKBURN. Yes.

The VICE-CHAIRMAN. Would you adhere to that recommendation, or what would you say as to a different and higher rate of postage upon any excess, not prohibiting advertisement in any way, but where it was carried beyond the relative proportion which you refer to, do you think that it should pay a different and higher rate?

Senator CARTER. That is, the excess.

Mr. BLACKBURN. I understand the question, but my understanding of the second-class mail privilege is that it is accorded publishers for the benefit of the people. Advertising is very often for the benefit of the people. Sometimes it is not, but it is largely for the benefit of the publishers. If he is going to benefit by this extensive advertisement, let him pay a little more for his orders by putting in a little more reading matter.

The VICE-CHAIRMAN. That would only require the scissors and paste pot in some instances, would it not?

Mr. BLACKBURN. Well, that is sometimes the most readable part of the paper.

The VICE-CHAIRMAN. I want to ask you about one point, respecting which I think you did not testify. What is the practice of the publications, so far as your experience teaches, in using the columns of their papers for the advertisements of their own business, the requests for subscriptions and the distribution and sale of editions of their own publication?

Mr. BLACKBURN. So far as my own and my exchange publications are concerned, it is used very little. Of course, I think there should be higher rates to houses that make a specialty of that.

The VICE-CHAIRMAN. There are such practices as that?

Mr. BLACKBURN. Yes.

The VICE-CHAIRMAN. Where a publication may use its own columns to advertise its own business, whether soliciting subscriptions for its paper or the sale of other publications which it issues, as well as the one in which the advertisement appears. That is a practice?

Mr. BLACKBURN. Yes; but that is a very small per cent of what I consider the harmful practice that I have in mind; that is, where they advertise all kinds of goods and even take advantage of the

natural confidential relations existing between the subscriber and the paper.

The VICE-CHAIRMAN. There is also a practice, to some extent, is there not, for publications, even of your class of publications, to insert notices of expired subscriptions in the papers, and in many cases the insertion of return addressed envelopes?

Mr. BLACKBURN. I think there is a usual practice to inclose slips notifying expired subscriptions. I think that is permitted by the Department.

The VICE-CHAIRMAN. I want to ask you, in view of those practices just mentioned, why should a publisher be accorded a privilege of a low rate of postage for his individual commercial correspondence with subscribers or clients or patrons and the same thing be denied to a man in the ordinary business channels of life who is obliged to resort to the first-class mail?

Mr. BLACKBURN. If you will permit me, I will say that along that line I have just received recently a letter from a man making a proposition for subscription and giving in return its equivalent in advertising. Now that, in connection with this slip which is inclosed in regard to the expiration of subscriptions, it seems to me is a wrong practice. I do not think it should be permitted. If the publisher wishes to call the attention of the subscriber to the fact that his subscription has expired he could do it by the color of the wrapper or by a pencil mark.

The VICE-CHAIRMAN. If the use of the slip you refer to should be prohibited by law, another provision could be made and substituted. Would it, in your judgment, increase the first-class postage?

Mr. BLACKBURN. I think it would.

The VICE-CHAIRMAN. I now renew my question. Why, on what basis can you justify according a privilege to a publisher to carry on with the patrons of his business an individual personal correspondence at a low rate of postage when it is denied to the general citizen in the general business world?

Mr. BLACKBURN. I intended to answer that in my other reply. I would not attempt to justify it. I do not think it could be justified. But you must remember that I am doing this from the standpoint of a man away out in the prairie.

The VICE-CHAIRMAN. We have had opinions from men from the business centers, and for that reason I am very glad to have the opinion of a man from the prairies. You gave a definition of a subscriber in the phraseology of the existing law. Have you thought of framing a definition of a nominal subscription rate, which is also an expression of the law?

Mr. BLACKBURN. My idea of a nominal subscription rate is any rate that is a rate in name only. For instance, one weekly in our country that sells for 25 cents per annum is getting subscriptions by giving to each subscriber a 15-cent buggy whip. I would state that I think that to be a nominal rate.

The VICE-CHAIRMAN. Would you recommend the prohibition of gifts and premiums?

Mr. BLACKBURN. I would not only recommend the prohibition of gifts and premiums of every sort, but the elimination of all club rates. I think it should be put upon a strict business basis.

The VICE-CHAIRMAN. What is your recommendation as to sample copies?

Mr. BLACKBURN. My recommendation, of course, is theoretical, except so far as it concerns a weekly paper, and I recommend that each be permitted 12 issues a year equal to its circulation.

The VICE-CHAIRMAN. Without limit as to the amount of sample copies at those terms?

Mr. BLACKBURN. No; sample copies should be sent out in an amount only equal to the circulation.

The VICE-CHAIRMAN. Have you any suggestion to make relative to any different treatment of exchange copies?

Mr. BLACKBURN. I consider the exchange copies that I give wholly in the light of subscriptions, because they are paid for.

The VICE-CHAIRMAN. Paid for by the reciprocity of your own paper?

Mr. BLACKBURN. Yes; and I think the exchange copies should be limited to those actually exchanged.

The VICE-CHAIRMAN. Is the exchange copy for the benefit of the public or the benefit of the individuals who conduct the exchange?

Mr. BLACKBURN. Indirectly for the benefit of the public, because it enables the publishers to give a more comprehensive view of the whole territory.

The VICE-CHAIRMAN. Why would you exclude from the same class letters of the first-class mail which the editor receives and which may contain valuable suggestions for the conduct of his paper? Why would not these letters be of a general public character in the same light?

Mr. BLACKBURN. In the first-class mail I presume it would be only possible for the editor to determine whether they were for the interests of his subscribers or not.

The VICE-CHAIRMAN. That is true also, is it not, in reference to the exchanges? You exercise your judgment as to whether it is of value to the public.

Mr. BLACKBURN. That might logically be accurate.

The VICE-CHAIRMAN. Do you think that the exchange practice aids the publisher in the conduct of his publication?

Mr. BLACKBURN. It does the conscientious publisher; yes, sir.

The VICE-CHAIRMAN. Then it is an assistance to the publisher in his conduct of a publication rather than an assistance to the public, is it not?

Mr. BLACKBURN. No; it enables him to give the public a more valuable paper.

The VICE-CHAIRMAN. If some one should send a publisher on a tour of the world and pay his expenses and let him give to his readers the benefit of his travels, that would be in the public interest, would it not?

Mr. BLACKBURN. Perhaps, but it is hardly an analogous case.

The VICE-CHAIRMAN. It is not an analogous case, but it is a case where the publisher is aided by another to enlarge the field of the publisher in his publication.

Mr. BLACKBURN. Of course, in my consideration of the subject I consider it from the standpoint of the country publisher, and the exchanges are usually limited to the territory contiguous to where

the paper is published, and there are often things that happen there that are of material interest and value to all of my readers.

The VICE-CHAIRMAN. What is the usual zone within which the exchanges occur?

Mr. BLACKBURN. The exchanges I use most are from within 50 miles of my own town. I get them generally from all over the State. I presume, in my paper, I have in the neighborhood of from 75 to 100 exchanges.

The VICE-CHAIRMAN. And the value of the exchanges is the exchange of news items rather than the exchange of editorials?

Mr. BLACKBURN. Yes. I clip, probably, 50 news items to where I would clip one editorial.

The VICE-CHAIRMAN. I think that is all.

**STATEMENT OF MR. JOHN J. PLATT, OF GROVE BEACH, CONN., REPRESENTING THE NEW YORK REPUBLICAN EDITORIAL ASSOCIATION.**

Mr. PLATT. Mr. Chairman and gentlemen, I desire to take up very little of your time, without discussing any theories whatever. I desire to point out some facts, which have been, so far as my knowledge goes, almost ignored, and I do not want to say distorted, although I find it difficult to account for it in any other way than that they are purposely stated here in a way to produce a wrong impression. I was startled, and I think a good many others of us were, when we read in the last report of the Postmaster-General the following, which I will repeat:

According to estimates heretofore made and published, matter of the second class approximates in weight two-thirds of the bulk of all mail matter, yet produces only about 4 per cent of the postage revenue.

The cost to the Government of handling all mail matter is estimated to be between 5 and 8 cents a pound. A portion of second-class matter mailed by publishers and news agents is carried free of all postage, and from the remainder the revenue is 1 cent a pound upon the bulk weight, paid in money, regardless of the number of pieces in the pound, except that copies addressed for carrier delivery in the city of publication are required to be prepaid by postage stamps affixed, at the rate of 1 cent a copy on newspapers, regardless of weight; 1 cent a copy on periodicals not in excess of 2 ounces in weight, and 2 cents a copy if over 2 ounces. Publishers usually employ private carriers for delivery in the city of publication. The revenue derived from such copies when mailed is estimated to be but twenty-four one-hundredths of 1 per cent of the postage revenue and is not taken into account in these calculations.

During the last fiscal year the total weight carried at 1 cent a pound and free was 663,107,128 pounds. If it cost the Government as much as 5 cents a pound to handle this matter in the mails, it will be seen that the amount paid out was \$33,155,356.40. The actual revenue was \$6,186,647.54.

Now, I do not believe it would be respectful for me to suggest that anybody in this intelligent United States of America could suppose that the relative weight of the second-class matter could have any sort of relation whatever to its cost, or that the average cost of all mail matter whatever could have any relation whatever to the cost of any of the classes, or that anybody could have imagined that it

cost the Government anywhere near 5 cents a pound to handle the second-class matter. I shall address myself to those three points. The estimated cost of handling second-class mail matter has so completely been misrepresented that it bears no relation whatever, and if you are basing any action or thought on this, why you have no intelligent basis at all to go upon. I take the same report which gives a statement of expenditures in detail. They are covered under 41 different heads, of which only 13 in all have anything at all to do with the second-class matter. The whole expenditure is \$167,181,951.79, of which 13 different items, making in all \$106,065,135.49, are participated in to some extent by the second-class matter, while the other items, amounting only to \$61,116,820.80, do not include anything at all that is expended or can be expended unless possibly a very small fraction of 1 per cent on second-class matter.

In other words, 63½ per cent of all the expenditures are caused by all the different classes, while 36½ per cent are such that from it the expenses for second-class matter must be entirely eliminated. Now, I propose to consider and try to make as fair an estimate as I can. I may not be exact, but I use some knowledge of my own as a publisher, some knowledge of my own as a student of statistics—certainly of post-office statistics—and some knowledge of my own as a postmaster: and I have endeavored to make as fair an estimate of this as I could. If I do not succeed in impressing upon you the idea that my figures are correct, or nearly correct, I hope I shall at least suggest the idea of an investigation that will reach that point. A large proportion of that 63½ per cent may be fairly attributed to the carrying and distribution of second-class matter. Primarily I do not find that anybody has ever taken that up. They have talked about the weight of the second-class matter, but what has that to do with it? Nothing whatever. It would be unjust to consider the number of pieces, for it does not cost half as much or take a tenth as much time to handle a piece of second-class matter as it does to handle a postal card.

We are told by the Department that there are a little over 160 postal cards in a pound, and that there are a little over 140 letters in a pound, and about 4 pieces of second-class matter in a pound. No man that lives can handle a given quantity of postal cards as quickly as he can a given quantity of letters. It would take nearly twice as long to handle 1,000 postal cards as it will to handle 1,000 letters, and, if you can tell by weight, it will take him nearly eight times as long to handle a ton or any other given weight of postal cards as of letters. Anybody who has ever tried it will find that an expert will handle very nearly two letters to every postal card. They can not be handled in the same way. You can not get at them as quickly. The expert passes his letters very rapidly. You can not do that with a postal card, and if it takes a given time to handle a pound of letters it will take him a longer time than that to handle the same number of papers, which means just ten times as many pounds.

The VICE-CHAIRMAN. Let me ask you at that point, what you may know of the character of cards that are used in the Department in examination of the skill of railway postal clerks?

Mr. PLATT. I have gone over some of that.

The VICE-CHAIRMAN. Do those cards weigh about the same as the postal card or the letter?

Mr. PLATT. I suppose about the same as the postal card.

The VICE-CHAIRMAN. Then the education of the postal clerk in the distribution of a card is based upon the higher skill of the handling of the letter weight?

Mr. PLATT. Yes; it is.

The VICE-CHAIRMAN. Then, it would be in the nature of a postal-card distribution?

Mr. PLATT. They hang together. I am talking about my own experience. I have never seen a man who could handle 100 postal cards nearly as quickly as he could handle 100 letters. I have done a good deal of that myself and I know that.

The VICE-CHAIRMAN. If the skill of the postal clerks who are examined upon that skill is based upon the development of skill in handling postal cards, would you still think it would take them much less time to handle an equal amount of letters?

Mr. PLATT. I think any person who has handled postal cards knows that.

The VICE-CHAIRMAN. Even though he had been educated in that school, or at least even though he had been educated upon postal cards.

Mr. PLATT. Yes; I think most any practical man would tell you. There might not be as great a difference as I have said, but I am sure that any man would tell you that. And there would be this, too: If he were handling postal cards prepared for them they might be in such a position that they would slip easily. But if you have had any practice at all or any opportunity to know, you will know that they stick together tight. You can push out a lot like a man who is accustomed to handling a deck of cards; he shuffles them rapidly. An ordinary man can not handle a card as quickly as he can a letter. That is the point. Now, I claim that if it was proved that there are ten times as many letters in a given weight as there are in newspapers or other periodicals, and if there are forty times as many postal cards, then, if you figure that you are handling in proportion to the number, you would find an entirely different relation, as they are not only handled as quick, piece by piece, but very much quicker. A vast number of papers are made up by the newspaper offices. When we make up our papers in many cases we do not send them to the post-office. They go to the railway direct.

They are handled in bulk, in bags full, just as you would handle so many bags of potatoes. And as far as the transportation goes, I can not see why they should pay any more or why there should be a greater charge for handling them than handling potatoes. I am not bearing on that except only as a fact that when you compare them by weight there is no such comparison possible; it is by pieces, and certainly as they are handled every letter has got to be fixed up, faced, stamped, sorted, bundled, tied, and pouched before it can be sent off. On the mail car, as a rule, those bundles are opened somewhere on their route, sometimes more than once. The whole process is gone through a second time when they arrive at their destination; then the same process again. Now, a newspaper or a periodical of any sort goes through none of those processes, except that they simply throw the piece in a sack, where it is not sorted at all. As a rule the bulk of them are not sorted at all between their origination, when

they are handled by the publisher, and their destination. In the post-office at Poughkeepsie, at which I was postmaster for four years, we had something like 23 or 24 clerks. I don't remember the exact number. I think one employee could easily do all the handling of newspapers without hurrying matters.

In other words, a man handles the newspapers ten to one. If it be so that 40 letters make a pound, notwithstanding that the second-class matter is two-thirds of the weight, then there are just five times as many letters in the mail as there are periodicals or postal cards, or a much larger number. But I have taken these items and I have gone over them, using my judgment and asking questions, to the best of my ability. Let me go back to a little more general statement. We must remember, when we consider the relative cost, that every railway mail route, every star route, every mail-messenger service, every post-office, and everything else in the Department was established for letters, for first-class mail. There is not one of them in existence today, probably never will be, nor any instance that was established for the purpose of handling and transmitting second-class mail matters—not one: and there are only a few regulations that apply to them, and every one of them is a regulation that was adopted on purpose to lessen the cost. Now, then, what is the proportion of this 63½ per cent of the entire expense of the mail service? The largest item is transportation of mails on railroads, but as a rule that is not charged pro rata according to weight. On the contrary, there are multitudes of routes where the route is made entirely with reference to the distance carried and the frequency of the mails.

I do not know of a single case where the charge is prorated. There may be some, but I have never heard of any, and I should like if you could have called up some witnesses to testify as to what figure the weight is as distinguished from the equipment, frequency of mail, or distance carried, and large equipments required in postal cars—what proportion the weight bears to the expense. If we had here some man who makes up these estimates, some man who audits the bills, some man who makes proposals, we could get at that exactly; but knowing as I do so many small routes, multitudes of them, where actually there is no charge at all except what they would charge for carrying first-class matter, I have concluded, although I may be a little bit too low, that we should charge 10 per cent of the cost of carrying the mail on the railroads, and that that would be pretty much up to the figure.

The next item is compensation of postmasters. As we all know, this is determined somewhat on the number of stamps sold. And the last increase in the post-office at Poughkeepsie of \$100 was made when the increase, I think, was \$16,000.

Now, as to the compensation of clerks. I have just given it my judgment that one clerk could have handled all of the second-class matter in the post-office, and I put that down at 10 per cent.

Senator CARTER. How many clerks?

Mr. PLATT. Two out of about 23. Rural free delivery is put down about 10 per cent, though I do not know of a route where there is any more charged. The salaries are all arbitrarily fixed, those that I have ever heard of, based on the distance traveled, and it was just the same exactly if there were not a single piece of second-class mail matter in it.

The VICE-CHAIRMAN. Would you also pay the same if it were all second-class matter?

Mr. PLATT. If it was all second-class matter the route would not be there. There is not any such route.

The VICE-CHAIRMAN. I want to inquire at that point whether you think you can eliminate exclusively one class from having any bearing upon the rural delivery of mail?

Mr. PLATT. No; but I claim that rural free delivery was established on purpose for first-class letters, and that the cost of it should apply to first-class matters only.

The VICE-CHAIRMAN. Where do you get that basis for assumption?

Mr. PLATT. I can only say that I never heard of one being even asked for for second-class mail matter.

The VICE-CHAIRMAN. Then you make a clear assumption that the postal service was established for the first class?

Mr. PLATT. Yes; I have practically said that.

The VICE-CHAIRMAN. Then why not eliminate all of it?

Mr. PLATT. No; because it does add some to the cost. It is an incidental. I look upon it as an incidental.

The VICE-CHAIRMAN. The city carrier service was not installed for second-class mail matter, was it?

Mr. PLATT. No. And it does not have to do with any second-class mail matter practically. I can send a dozen or two of them down here to New York, and they are delivered by the rural delivery, but you can not deliver a paper in New York City.

The VICE-CHAIRMAN. Second-class mail matter is handled by city carriers when it enters the office.

Mr. PLATT. Yes; to a certain extent.

The VICE-CHAIRMAN. Do you know to what extent second-class mail matter is handled by city carriers?

Mr. PLATT. I do not know; but it must be small.

The VICE-CHAIRMAN. But you take the monthly publications; they are second-class mail matter, and they go, to some extent, do they not, to carrier offices?

Mr. PLATT. And when they do, they pay the stamps.

The VICE-CHAIRMAN. Entirely?

Mr. PLATT. I think so; I think they all do.

Assistant Postmaster-General MADDEN. Excepting weeklies.

The VICE-CHAIRMAN. I am not confining my question to local deliveries.

Mr. PLATT. What I mean is that publishers of second-class matter in the city of New York can not deliver it in the city of New York.

The VICE-CHAIRMAN. I know that I get a number of daily newspapers that I do not subscribe for and that my name does not appear on the wrapper of, and they are brought to me with my other mail.

Mr. PLATT. But they come from outside the city.

The VICE-CHAIRMAN. That is true; I am not questioning that.

Mr. PLATT. But in proportion to the weight or number or anything of that kind they cut no figure. But I shall not go on through this. I have found here the mail-messenger service and the star route, so far as my acquaintance with them goes, and I say that when Mr. Wanamaker was Postmaster-General I was designated by him to inspect a number of offices and routes. I laid out some routes—that



is, I received and transmitted and tabulated the bids, and so on—and was put by him into touch with all these things, and I know of no case in the small star-route cases where the work cuts any figure at all. It is simply that they have got to go so often from here to there and back again. That is all. And the way generally is about like this: A man has got to drive a wagon with one or two horses. He does not average but from 100 to 200 pounds. I never knew a case where they carried 500 pounds; so that the weight made no difference. Now, I have gone through this and my conclusions, although I think several of them ought to be less than 10 per cent. I think, for instance, that the rural free delivery does not come up to 10 per cent, the actual cost of it, but I put it in at 10 per cent. I do not think the salaries of the railway mail service average 10 per cent.

The VICE-CHAIRMAN. Do you know what proportion of the mail handled upon rural delivery routes is made up entirely of the increase of second-class matter?

Mr. PLATT. No; I have no figures for that. As I say, I have only attempted to get at these things.

The VICE-CHAIRMAN. It is just an estimate of yours, is it?

Mr. PLATT. And the conclusion I have come to, which seems to me to be justified, or approximately justified, is that 10 per cent of that portion of the mail expense which is caused by all the classes is pretty nearly a fair estimate; in other words, that it costs just about that much. Let me give the figures exactly. It is \$10,606,532.84.

The VICE-CHAIRMAN. That is the total cost of the second-class matter?

Mr. PLATT. That is 10 per cent of the total cost of all these items under which second-class matter may enter.

The VICE-CHAIRMAN. And that is approximately, according to your estimate, the cost to the Government of handling the second-class matter?

Mr. PLATT. The cost of handling the second-class matter separated from other matter. In other words, I regard it in this estimate a good deal as a manufacturer regards a by-product. He is making a product, whatever it may be, and his expense goes into that. Now, he does produce something else, but the expense of that production is very light indeed. In a sense I consider that the whole machinery of the Postal Department would necessarily be run almost as it is now, with the exception of a little more handling and a little more weight. If there were no second-class matter you would not have anywhere near the quantity of first-class matter. For pound rate, received \$6,186,647.54, the cost being \$4,019,866.30 more. In other words, it is just within a fraction of a cent and two-thirds of a cent that it costs the Government to carry second-class matter and to handle it, and I can not make it any more than that. That is hardly fair, because I find I was figuring in here foreign mail service, and foreign mails are not any of them paid for by the pound rate. You have left them out of the receipts and I do myself, but I added them into the expenses.

Every piece of second-class mail matter that is sent abroad must be paid for by stamps, except that we now have an exchange arrangement between Canada and the United States, that being treated as if it were a part of this country. Then it does not count in any of the transient second-class mail matter, paid for also by stamps. How

much that is I do not know, but it certainly must be something, and it should be deducted from the amount charged to the second-class mail matter. Now, I am giving this an entirely different shape, if I am anywhere near true, and if not, then I want to ask your Commission or somebody to get at the facts and find out how much more it does cost to carry second-class mail matter than it does to carry the other matter that had to be carried anyway. I am sure that a man can handle it more rapidly than he can handle postal cards, but if we assume it to be the same, there are 10 pieces of first-class matter, I mean letters, where there is 1 piece of second-class matter. There are 40 postal cards handled to 1 piece of second-class matter.

I am positive, taking the way that newspapers are handled and the way the others are handled, that it does not cost as much to handle 1 piece of second-class mail matter as it does to handle 1 postal card. It does not take as much time, and it does not cost as much any way you can fix it, so I have cut it down to 10 per cent. But there is still another point I want to make on this. I have not made my brief here as clear or as good as it ought to be. I could go into details of all these, but it is not necessary. It would only take up time. I think I have reason to figure this out very nearly as I have figured it. That is so, as I have said, that there are 10 pieces of first-class mail matter where there is 1 of second-class mail matter. Then, if the proportion be according to the trouble of handling, and you take the proportion by the number of pieces, then you get down to one-tenth of the handling of first-class mail matter.

SENATOR CARTER. Your theory, in short, is that the primary purpose of the Post-Office Department is to transmit what is known as first-class mail matter?

MR. PLATT. Yes; its primary purpose is that, and I want to touch upon that particular point.

SENATOR CARTER. And the other classes are merely incidental to the carrying of the first class?

MR. PLATT. As far as cost goes; that you have got to have the machinery, as it were, as I illustrated with a man who runs a factory. He has to run his factory, and then he makes a by-product. He does not figure that in proportion to the cost, as he does the other.

There is one other point which ought to be considered which has been spoken of at considerable length, and therefore I do not want to take up much time upon it. There is no other business known which produces so much first-class mail matter as a newspaper, and it certainly is entitled to some credit for that. In short, I think that to-day the real, legitimate, honestly entered second-class mail matter is the creditor of the Government. When you carry freight at \$20 a ton, the average, for instance, you get a pretty good price for it. I do not care what people think or say about it, they are getting a pretty good price for it. This is further shown by another fact which you doubtless know. Very often newspapers, Sunday newspapers, have clubbed together and hired special trains to carry their newspapers—to carry their papers outside of the post-office entirely, and found that it paid them to do so.

In Poughkeepsie there has been for a number of years published a Sunday paper. There are no Sunday mails, I think, in Dutchess County outside of Poughkeepsie, except possibly one or two other places. The proprietor of that paper has always circulated that

paper at his own expense, furnished his own transportation, handling, and everything, and found it paid him abundantly to do it. Now, where that is true it is evident from another side entirely that the cost of handling second-class matter is not anything like so much as it has been supposed to be, and in my opinion to-day if you should exclude the magazines, or if you should raise the price of the magazines to 2 cents a pound instead of 1, they would, unless the Government used its monopoly to prevent them from doing it, withdraw their publications almost entirely from the mails. I think they could handle it for less than \$40 a ton with the news agencies which we have. In most cases now they are handled by news agencies.

The VICE-CHAIRMAN. So that such a case would not make a material difference?

Mr. PLATT. I do not think it would. It would some. They would probably do as we do on express matters. Up to such a point we can send more cheaply by express, and we send it in that way. Beyond that we use the mail.

The VICE-CHAIRMAN. If there is any loss, let Uncle Sam pay it. Is that the theory?

Mr. PLATT. If you are going to discuss the principle of the thing, in the first place I desire to say that there is no business in the world which is so unequal as the carrying of mail by the United States Government. Newspapers in bulk, 1 cent a pound; newspapers, transient, 4 cents a pound; merchandise, 8 cents a pound; printed matter, nominal, 16 cents a pound. Letters 32 cents a pound, and if there are 40 letters in a pound then it is 80 cents a pound. Postal cards, 160 to a pound, \$1.60 a pound. It is the most remarkable case of geometrical progression that I know of.

Senator CARTER. Would you favor the indiscriminate admission of all kinds of freight to the second-class privilege which goes under the designation daily or weekly or monthly publications?

Mr. PLATT. I believe that there is a great deal of abuse with reference to the admission of second-class matter. I do not fully believe myself able to lay down any rules, although there are some individual instances where I have seen things that I should have shut out if I had been in the place of a judge.

The VICE-CHAIRMAN. You think there have been more shut out unjustly than have been let in unjustly?

Mr. PLATT. It never seemed so to me, although, if I may be allowed to say here, there is a great deal of inequality. I have had a ton or more of what we call sample copies, not one of which was stamped or bundled, dumped on my office to distribute over here; and you all know the pictorial and colored stuff that comes out every Sunday. This happened to me: A publisher of another newspaper wanted to send out some supplements for the benefit of his town. He got the supplements printed somewhere else, and they were labeled supplements of Mill Brook, I think it was. There were several gotten up and he showed them to me, and I said I knew of no reason why they should be excluded. They were stopped in New York City. By the very same mail there came supplements from New York City that contained everything under the heavens. Somebody here acted as a critic, and while he may have acted beyond his legitimate power, the

papers were stopped, and that was the end of it. Of course there were not a great number of them stopped.

Senator CARTER. In your judgment, then, the sample-copy privilege has been abused?

Mr. PLATT. I do declare it. I think it would be right to limit sample-copy privileges. I do not think there would be any harm in stopping it altogether.

Senator CARTER. That would put the publisher who starts to extend his circulation by sample copies on the same basis as the merchant?

Mr. PLATT. Perhaps; although I do think for a limited number it is proper to allow it as a matter of public policy.

Senator CARTER. What would you regard a reasonable number in view of the circulation?

Mr. PLATT. I do not know.

Senator CARTER. Ten per cent?

Mr. PLATT. I never have used as many as 10 per cent. I have used it generally for the future. We send out, for instance, and say if you will send it to such and such a person, or anybody who will be likely to take the paper, we will send them a sample copy.

Senator CARTER. Is it not a fact that the sample copy is generally sent forward for advertising purposes rather than to solicit additional subscriptions?

Mr. PLATT. I have had reason to think so.

Senator CARTER. A suspicion of that kind has arisen in your mind?

Mr. PLATT. Yes; and I think—and I am talking as a newspaper man entirely—a sample copy is not of much value for extending circulation unless you do have some one particular person that you have reason to believe will take an interest in it. That is legitimate.

Senator CARTER. You think the Department should still continue to be authorized to exercise judgment and discretion as to the kind of publications which is legitimately entitled to that?

Mr. PLATT. I do not see why there should be any hardship in that. Every man has a right to go into the courts and have a reversal of the judgment of the executive officer.

Senator CARTER. What have you to say with reference to drawing the line of demarkation between a publication that carries legitimate advertising and that which is issued chiefly for other reasons.

Mr. PLATT. I should be troubled more to define just the evidence that would be satisfactory. If the paper was issued manifestly for advertising purposes only, I see no reason why it should have the same privileges; but I imagine there are not so many cases where that is so.

Senator CARTER. Then the only way, in your judgment, is for the Department, either by and through the Assistant Postmaster-General or a commission, to continue, as heretofore, to discriminate as cases arise.

Mr. PLATT. Yes; I think that; but I do think that the definitions can be made more clear.

Senator CARTER. But upon the particular matter of determining the admissibility of a paper or publication have you a rule to suggest for finding what constitutes a weekly and a daily and a monthly or a periodical within the intent of the law?

Mr. PLATT. Of course the primary thing would be that it was published at these regular intervals, every day or week or month.

Senator CARTER. That is already prescribed in the statute.

Mr. PLATT. Yes; but as to the character of the paper I can not think of any rule that would be applicable to everyone. It must be taken up to the question of evidence, "Does this come within this rule or not?"

Senator CARTER. So cases must be disposed of separately?

Mr. PLATT. I can not see how they can be otherwise.

Now, a member of our association is here who is the publisher of a weekly paper. I publish a daily. I do not know whether he cares to be heard or not. I think that is all I have to say.

The VICE-CHAIRMAN. Just one question. I understood you to say that you see no reason why there should be any difference in the charge for the carriage of second-class mail and potatoes.

Mr. PLATT. Oh, I am talking now about the transportation only. The handling is another question.

The VICE-CHAIRMAN. I will modify my question. I understood you to say that you do not see why there should be any difference in charge for carrying.

Mr. PLATT. Transportation, that is.

The VICE-CHAIRMAN. The transportation of second-class matter and transportation of potatoes.

Mr. PLATT. When they are put up in that way, but if they have to be handled that is another thing.

The VICE-CHAIRMAN. In view of that suggestion, what objection would there be in authorizing the Government by statute to transport second-class mail matter in the same way and at the same charges as potatoes are now transported and charged for?

Mr. PLATT. Well, I am sure you would come across some pretty hard practical questions. You can not separate it from the delivery, in the first place, and that means handling, but for the actual transportation—

The VICE-CHAIRMAN. Supposing second-class mail printed in New York is intended for exclusive distribution in Chicago, what objection would there be to authorizing the Government by statute to transport that mail from New York to Chicago and there deliver it to the post-office for distribution in Chicago, the transportation to be in the same way and similar to the charges that now obtain in reference to potatoes?

Mr. PLATT. Well, there is some second-class mail matter that I think could be transported in that way. I am only talking now from my personal experience, but I wish to say that I publish a daily paper up here in Poughkeepsie. The New York morning papers are put there a little before 5 o'clock in the morning, so that we are compelled to compete with New York at a greater disadvantage than we would be if we published our paper here.

The VICE-CHAIRMAN. Irrespective of any question of competition or injury to individuals by reason of such competition, I am trying to learn from you, in view of your suggestion, what objection there would be to authorizing the Government to transport second-class mail matter where it could, just as potatoes are transported, at lower rates?

Mr. PLATT. Yes; but in the newspapers you would find an opposition to that.

The VICE-CHAIRMAN. Then, to follow this out to its conclusion, in view of your little explanation, you think it would be all right to transport monthly periodicals as potatoes, but not daily periodicals?

Mr. PLATT. I should say so.

The VICE-CHAIRMAN. Well, it depends altogether, then, on whose garden produces the potatoes.

Mr. PLATT. I judge only by what I notice, and I am not competent to judge in any other way. I notice that the monthly magazines—for instance, the Century—appears at such a date for the ensuing month. Harper's does not appear quite as quickly. There are others that come running along within a week, first one and then another, and I assume from that they are not so very particular about getting there at any particular day.

The VICE-CHAIRMAN. And that there would not be any reason why the Government should not have the rate by statute which it does not now enjoy to utilize the facilities of express and freight at a lower rate in the same way that commodities are now transported, which we call merchandise.

Mr. PLATT. Leaving it optional with the publisher, I think it would be a fair rate.

The VICE-CHAIRMAN. Well, "leaving it optional with the publisher," you say; but supposing the Government could transport one of these periodicals, which you yourself have defined, which is not necessarily deliverable within the same period of time a daily newspaper is, and supposing that it is at a distant point—say St. Louis—and that the Government could transport it as freight at half a cent a pound from New York to St. Louis, whereas by mail it would charge only  $1\frac{1}{2}$  cents a pound, according to your own figures. If you leave it to the publisher, he would always use the Government's team, would he not?

Mr. PLATT. I don't know whether he would or not.

The VICE-CHAIRMAN. I think we had better give the Government the option and not the publisher. According to the figures which you presented, you estimate the cost of handling second-class mail the year upon which you base your figures at a little in excess of \$10,000,000. Have you the figures before you of what the receipts of the Government were for that period for that mail?

Mr. PLATT. For the second-class mail?

The VICE-CHAIRMAN. Yes.

Mr. PLATT. It is a little over \$6,000,000.

The VICE-CHAIRMAN. Your judgment is that it cost the Government \$4,000,000, or about two-thirds more for handling it that year than it received?

Mr. PLATT. Than it received from pound postage.

The VICE-CHAIRMAN. I understand. It cost the Government, on your computation, irrespective of what the Government may receive by the stimulus to other classes of mail by the second-class mail, two-thirds in excess of what it receives.

Mr. PLATT. Yes. At that rate it gives it \$4,419,866.30 more than it receives from the pound rates, if my figures are anywhere near correct. Of course there are no statistics that cover this. I had to take it at an arbitrary figure. I think that is all

The VICE-CHAIRMAN. I will again inquire if Mr. John MacDonald, representing the Educational Press Association, of Topeka, Kans., is present in the room?

(There was no response.)

Inasmuch as the programme which had been framed, based entirely upon applications which had been made and giving the fullest possible opportunity to publishers of all classes represented by organizations to be heard, has now been terminated, the Commission will regard the hearings of this session as closed. The Commission will go into executive session between now and 10 o'clock to-morrow morning, and at that hour will again meet in this room and make public announcement of its conclusion relative to further meetings of the Commission. So far as the hearings of the Commission at the present meeting in New York are concerned, those hearings are now closed and the Commission stands adjourned until 10 o'clock to-morrow morning.

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NEW YORK, *Saturday, October 6, 1906.*

The Commission met at 10 a. m.

Present: Senator Penrose (chairman), Senator Carter, Representative Moon, and the Secretary.

The CHAIRMAN. As the chairman of the Commission has been unavoidably absent for two days, he will ask Senator Carter to state the proposition now pending before the Postal Commission.

Senator CARTER. In executive session, called yesterday evening to consider the future course the Commission would pursue with reference to hearings, it was determined to adjourn this morning to meet at Washington on November 26.

This adjournment seems to be rendered necessary by reason of the inability of the representatives of the Periodical Publishers' Association to present their case, which constitutes a very important factor at this time, and also because of the desire to incorporate in the record a broader and more full statement of the weights of mail, to be obtained as the result of a weighing process now in operation. The Commission, without dissent, concluded to announce the adjournment, together with the fact that the Publishers' Periodical Press Association would be heard on November 26, with such other witnesses as the Commission might then and there elect to call, but it is understood that the witnesses will be confined to such as the Commission may, after hearing the periodical press representatives, deem it advisable to call for the purpose of completing the data desired for the basis of a report.

That, I think, is all, Mr. Chairman, unless Judge Moon thinks it important to supplement that with some statement.

Representative MOON. No; there is no statement I desire to make. Senator Carter has correctly stated the agreement reached in executive session.

Senator CARTER. I move that the Commission stand adjourned to meet at Washington City, in the committee room of the Committee on Post-Offices and Post-Roads of the Senate at 12 o'clock noon on November 26.

The motion was agreed to.

Accordingly, at 10 o'clock and 11 minutes a. m., the Commission adjourned to meet in the room of the Committee on Post-Offices and Post-Roads of the Senate, Washington, D. C., on Monday, November 26, 1906, at 12 o'clock noon.

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### **PUBLIC HEARINGS AT WASHINGTON.**

WASHINGTON, D. C., *November 26, 1906.*

The Commission met at 12 o'clock m.

Present: Senators Penrose (chairman) and Carter; and Representatives Overstreet, Gardner, of New Jersey, and Moon, of Tennessee, and the Secretary.

The CHAIRMAN. Mr. Glasgow, are you ready to proceed this morning?

Mr. WILLIAM A. GLASGOW, Jr. Yes, sir.

The CHAIRMAN. If convenient, the Commission will hear you on behalf of the Periodical Publishers' Association.

Mr. GLASGOW. Very well. There are one or two, probably two of us here representing that association. I do not suppose the Commission cares who proceeds first.

The CHAIRMAN. No; you can arrange that among yourselves.

Mr. GLASGOW. Mr. Collier will then be heard first.

### **STATEMENT OF ROBERT J. COLLIER.**

The CHAIRMAN. Mr. Collier, will you please state your occupation?

Mr. COLLIER. I am a member of the firm of P. F. Collier & Sons, publishers of Collier's Weekly, and I also represent the Periodical Publishers' Association of America.

Representative OVERSTREET. Before you proceed, Mr. Collier, may I inquire whether you have at hand a list of the periodicals comprising that association?

Mr. COLLIER. I have not a complete list, but I have a list which I think is fairly complete. I think our secretary—

Representative OVERSTREET. I suggest that the list be incorporated in the record as showing the membership of the association.

Mr. COLLIER. All right. I will give the list to the secretary.

Mr. GLASGOW. We will get a correct list and furnish it to you.

Representative OVERSTREET. Very well.

Mr. COLLIER. Mr. Chairman and members of the Postal Commission, I represent here to-day the Periodical Publishers' Association of America, an organization of whose character and history I should like to say a few words, if only to show you the spirit in which they approach the complex problem for which it is the duty of your Commission to find a solution.

I regret that the Periodical Publishers of America have chosen so inexperienced a spokesman as myself, but if you will permit me to read the names of a few of the periodicals whose views I represent, you may be able to consider my argument less as an individual utterance and more as an authoritative statement from the magazine publishers of America, who reach every month over 10,000,000 subscribers and, counting three readers to each copy, probably 30,000,000 readers.



I speak in the name of Harper's Monthly, the periodical whose pages gave, for the first time, to many thousands of Americans many of the masterpieces of Thackeray, of George Eliot, of Anthony Trollope, of Charles Reade, of Charles Dickens, of Thomas Hardy.

I speak also for the North American Review, edited by Charles Elliot Norton, Edward Everett, James Russell Lowell; first publisher of much of the work of George Bancroft, Charles Francis Adams, John Fiske, Asa Gray, Prescott, Motley, Sumner, Parton, and Daniel Webster.

I speak in the name of Scribner's, which gave to the world the unpublished letters of Thackeray, General Sheridan's Reminiscences of the Franco-German War, Minister Washburn's Reminiscences of the Siege and Commune of Paris, the vastly important diaries of Gouverneur Morris; the autobiographical writings of McCullough, Wallack, Robert Louis Stevenson; new material concerning Scott, Madame De Stael, and Mendelssohn; new literature from such men as Walter Pater, Andrew Lang, Thomas Bailey Aldrich, and Bret Harte.

I speak for the Century, through whose pages we first became acquainted with much of the most important material in all the history that has been written about our civil war and which nobly supported the dying art of wood engraving by publishing the work of its greatest living master, Timothy Cole.

I speak in the name of the Atlantic Monthly, edited by Lowell, by Fields, by Howells, and by Aldrich, for many years the medium through which the public came to know the new writings of Emerson, of Bryant, of Oliver Wendell Holmes, of Longfellow, of Parkman, of Whittier, and in which appeared for the first time Julia Ward Howe's magnificent Battle Hymn of the Republic.

I speak for Harper's Weekly, whose long fight for the advance of civilization has been signaled by its power in the civil war, by the editorship of George William Curtis, and by the tremendously effective "Tweed ring" cartoons of Thomas Nast.

I speak for the Saturday Evening Post, which, in the days when America had already shown, as if by instinct, her knowledge of the importance of an alert and daring press, was founded by one of America's highest geniuses, Benjamin Franklin.

And, finally, to cut short a list which might be as long as it is glorious, I speak for McClure's, one of the newer periodicals, for a monthly which has rendered incalculable service in awakening an independent public opinion and developing a citizenship based on national rather than local interests.

These are only a few of the periodicals enrolled on our list of membership, but they happily exemplify the long and loyal service rendered to American literature by the members of this association and their honorable fulfillment of the trust imposed on them by Congress.

When, therefore, in reading the minutes of your hearings in New York, I found such frequent reference on the part of the Third Assistant Postmaster-General, Mr. Madden, to "special interests," "privileged classes," "private interests that rob the public in the name of public benevolence," I could not but feel that the multiform abuses and vexations under which his Department has labored for

so many years have made him regard all publishers with a somewhat jaundiced eye.

To set the periodical publishers of America straight before you, I must at the outset make clear that we do not come before this Commission as needy pensioners on the public bounty, frightened beneficiaries of a threatened subsidy; nor do we come here in the spirit of that injured altruist, Mr. Pecksniff, who complained of being misunderstood. We are neither robbers nor philanthropists.

We appear before this Commission to offer our hearty cooperation toward the mitigation of any abuses that may have hampered the administration of the Postal Department, to discuss frankly and temperately all questions of fact and to maintain firmly what we conceive to be our rights.

The days of the triumph of special privilege are coming to a close, and I should resent keenly the imputation that I am here in any sense as a spokesman for special privilege. I believe I speak for my fellow-publishers when I say they resent being stigmatized, even inferentially, as "robbers" by Mr. Madden, and resent being held responsible for abuses which only the cowardice or complaisance of previous incumbents of the executive department of the Post-Office has permitted and which were as injurious to our business as they were detrimental to the interests of the Department.

Please do not understand this as a reflection on our worthy Third Assistant Postmaster-General, for, while reading the very voluminous report of your Commission's hearings in New York, I could not but be impressed by the sincerity and the straightforwardness of Mr. Madden's presentation of his subject. I think no fair-minded man could read his address without feeling that the abuses of which he complained were real abuses; that he was matched in an unequal combat; that he no sooner scotched one evil when another reared its head. And I could not fail to see in him the best type of public servant, absorbed in his work, fighting for the efficiency of his Department.

In so far, then, as Mr. Madden's aim is the correction of these flagrant abuses so convincingly described by him, in so far as his aim is the safeguarding of the second-class privilege by rigid enforcement of the law upon all alike, thus far our association is in hearty accord with him. We are prepared to go even further, and to admit that if it shall be proved to the satisfaction of the Commission that the abuses complained of are ineradicable by a fearless and properly manned postal administration a question arises as to the advisability of appointing a permanent postal commission to decide vexed questions, and should that expedient prove inadequate, we should be prepared to support an explicit strengthening of the statute against those evils that even rigid administration had been found unable to control. We do not concede for a moment, however, that Mr. Madden has adduced any arguments or demonstrated any facts to warrant this Commission in recommending a change in the rate now charged for second-class mail.

Before considering, however, the much broader question as to the necessity or wisdom of reversing the policy adopted by Congress toward newspapers and periodicals in the law of 1879, let us take up the purely departmental difficulties which Mr. Madden has so clearly pointed out. Mr. Madden's thesis seems to be:

1. That there are abuses of the second-class privilege.

2. That these abuses have attained such formidable dimensions as to threaten the efficient administration of the Department.

3. That the resultant loss of revenue is not only a serious handicap to the Department and a burden on the taxpayer not intended by Congress, but an obstacle which makes less probable the inauguration, even at a distant date, of many long-desired postal improvements and economies, such as the parcels post and 1-cent letter postage.

How then, continues Mr. Madden, are we to remedy these conditions? Shall it be by strict executive construction, supported by test cases in the courts? Shall it be by increasing the working force of the Department and establishing an elaborate system of espionage upon publishers; or shall it be by the enactment of a new statute, a "law with teeth in it," defining beyond peradventure what constitutes a newspaper, what a periodical? And, finally, shall that definition be based on purely physical characteristics or shall it take into account those ideal distinctions originally contemplated by Congress?

The reply of the periodical publishers of America to these questions is this: That while the evils of which Mr. Madden complains are not of their creation and they have always endeavored to cooperate with him by religiously observing his regulations and by taking in good part his enforcement of occasionally inconvenient technicalities, they will not oppose a courageous enforcement of the law as it stands by executive construction or otherwise, providing it has the sanction of the courts; on the contrary, that they consider it the duty of every Postmaster-General to continue to the bitter end the campaign against those evasions of the law by pretended periodicals and newspapers that are only advertising pamphlets in disguise; that should all other means prove inadequate, they would not oppose the appointment of a permanent postal commission to pass upon applications for admission to the second-class rate and to review at stated intervals the qualifications of every publication enjoying that privilege to retain it. They do not believe, until Mr. Madden has demonstrated, that a rigorous enforcement of the present law, supported by frequent test cases in the courts, is inadequate to deal with the problem and insufficient to reduce the loss legitimately attributed to second-class matter, that the question of a new statute should be even discussed. Certainly the withdrawal of a privilege in force for a quarter of a century would broaden the question from one of mere departmental efficiency to one of vital public policy.

But before entering on that phase of my argument I should prefer to take up, categorically and briefly, the abuses enumerated by the Third Assistant Postmaster-General, and indicate as far as possible the association's attitude toward them and suggestions for their cure.

We have heard how the book abuse, namely the so-called "serial library" has been controlled. We know that return copies are no longer permitted to be mailed at the cent-a-pound rate, and we have learned what measures the Department has taken to prevent the inclusion in periodicals of wall or writing paper samples, even coupons affixed to advertisements being now construed as merchandise. With this substantial list of achievements to its credit, let us see what are the gravest abuses confronting the Department to-day.

1. Almost undoubtedly the main body of abuses comes under that class of publications described by Congress, when it denied admission to the second-class privilege of "publications designed

primarily for advertising purposes or for free circulation or circulation at nominal rates." I might remark right here that I believe there has been widespread misinterpretation of what the phrase "primarily designed for advertising purposes" meant at the time Congress framed the original law. But I shall reserve that point till we come to discuss the advertising abuse, so called. In so far, however, as the phrase "designed for advertising purposes" is applied to-day, it is true in a good sense of every American periodical, for without advertising, or the revenue from advertising, no one of them could continue to give its readers the value it gives at present. Practically we find that to-day the publications that are circulated free, or at a nominal price, are the ones that are designed for advertising purposes in an objectionable sense, and it is to find some method of repelling their insidious and repeated attempts to usurp a privilege expressly denied to them by Congress that we must now address ourselves. For obviously in this respect at least Mr. Madden and the periodical publishers are at one. Mr. Madden finds his department burdened with the cost of carriage of tons of cheap mail-order publications which are in reality advertising circulars, possessing no literary or informative value whatsoever, many of them, because of the thin paper on which they are printed and the few pages of which they are made up, costing more per pound to handle than magazines of the highest class. Honest publishers find themselves in competition, both as to circulation and advertising, with publications which enjoy the privilege without sharing the responsibilities of the second-class rate.

How, then, shall we abate this evil? It seems to me there are two practical methods, though whether they would cover all cases I can not say.

1. A test of price. In other words, an arbitrary definition of what constitutes a nominal price. After surveying the field and discovering at what price the worst offenders were being offered, the Department might frame a regulation which would prescribe a minimum price for monthlies, say, of 25 or 50 cents a year, and for weeklies of 50 cents or \$1 a year. I do not know whether a move in this direction has not already been made, for I have a vague recollection of reading an announcement in *Wilshire's Magazine* to the effect that, owing to a tyrannical ruling of the Department, the publisher had been compelled to raise his price from 10 to 25 cents a year. On the opposite page, however, he offered his subscribers a chance to recoup by purchasing stock in a gold mine for about 5 cents a share.

As against this ruling it might be argued that it is conceivable for a publication of the highest merit to attain such an immense circulation as to decrease its original cost of production—letter press, illustrations, salaries—to almost a negligible quantity; and if that same publication saw fit to give the public the benefit of, say, half of its advertising revenues through a reduction of price, an altogether praiseworthy object, it might be prohibited from doing so through the Department's ruling.

In this connection I might say that it has always been a pet theory of mine that once a publisher has established his periodical on a reasonably successful business basis, he should consider the increased economies resulting from increased circulation, in the light of a reinvestment fund for the benefit of his readers. As a publication grows

in influence and prosperity, as the circulation by each increase lowers proportionately the initial cost or "make-up" cost per copy, as the increased volume of advertising adds to its revenue, the publisher has three courses open to him. If he be a conscientious citizen, who feels that the second-class privilege imposes a quasi-public obligation upon him, he either uses the increase of circulation to improve the quality of his periodical, without increasing the cost per copy, and the growth of advertising to increase its quantity, or he uses the saving from both sources to reduce his price to the public. His other alternative is to pocket his profits and go on his way rejoicing.

The other day Mr. Atkinson, the talented publisher of the *Farm Journal*, was asked by a member of this Commission how the addition of one-half a cent a pound to the present rate would affect him, and the suggestion leaving him apparently undismayed, he was led gently on to the admission that even 2 cents a pound would not worry him. That reply of Mr. Atkinson discloses a fundamental difference, it seems to me, between the publisher who realizes his responsibilities to the public and the publisher who fails to see that Congress, in conferring a privilege, has likewise imposed obligations.

To me, and I believe to most of the members of our association, that difference of a cent a pound would mean setting back my programme for the development of my paper several years; it would mean wiping out all the economies of much added circulation; it would mean that as the buyer, so to speak, whom 600,000 readers had commissioned to supply them with their reading, I would have many thousand dollars less a year to invest in literature, war correspondence, short stories, or what not for their benefit.

And that is one of the chief reasons to my mind why a raise of rate on second-class matter would fall most heavily on the publishers, who were already living up to their ideal obligation and giving their readers all they could reasonably afford to give. Under a raise of rate they would face the alternative of breaking faith with their readers—a faith that they had been many years establishing, or going broke themselves.

But this has been a long digression, though perhaps it has made clear that a regulation providing for a minimum price might prevent some publisher from reinvesting the saving due to increased circulation and advertising in the form of a reduction in price.

2. But probably more effective in controlling this abuse would be my second suggestion—that of limiting the pound rate in each class to a certain number of pieces. I hesitate to suggest what would be a fair number for newspapers, but, in my personal opinion, five copies to the pound for weeklies and two and a half for monthlies would exclude no periodical which is giving honest value to its subscribers. This suggestion has a double advantage in that it applies a test of value to the publication and limits the number of pieces per pound the Department is compelled to handle, thus reducing the average cost of second-class mail as a whole. Here again it may be argued that we are applying a purely physical test, the weight of paper, to a publication whose influence it is difficult to measure by such a standard.

Since writing that portion of my brief, I have learned that there are various publications, of a scientific nature, carrying no advertising, which would be practically disbarred from the mails by such a ruling with respect to the maximum number of pieces to the pound.

Other aspects of this same evil, or devices for evading the provision which prohibits publications circulated at a nominal price, are the premium, the clubbing offer, and the undue extension of credit to subscribers. Each of these is often, in effect, only a method of refunding a portion of the subscription price. Yet it is my belief that legitimate periodicals may employ all three legitimately. In other words, they are not evil in themselves, but only become so when used for the purpose of evading the law.

Take the premium, for example. It seems to me any attempt to restrict such publishing houses as Harper & Brothers, Charles Scribner's Sons, or the Century Company from making combination offers of their various books with Harper's, Scribner's, or the Century Magazine would be extremely unjust. A premium, it seems to me, is objectionable in proportion as it makes it appear that the subscriber is receiving the periodical at a purely nominal price, or subscribes merely for the purpose of securing some object or piece of merchandise inconsistent with the nature of the publication. Thus the Department may justly regard with suspicion a subscription list secured by promises of a piano, a kitchen stove, or a town lot, because such a contract presupposes on the part of the subscriber no initial interest in literature. But for a great book publishing house to give its periodical subscribers unusual opportunities for buying books and periodicals in combination seems to me desirable and in accord with the very spirit of the statute.

I can probably best illustrate this by our own case. It is the custom of publishers, the price of whose periodicals is 10 cents a copy, to reduce that price to annual subscribers. Instead of charging \$5.20 for the 52 numbers, to charge \$5, as do Life and Ridgway's Weekly, or \$4, as do Harper's and Leslie's Weekly. Instead of following that precedent, we give our annual subscribers the benefit of our immense book manufacturing plant. This serves a double purpose. As we have a great number of subscription agents in the field, the delivery of a book premium is a guaranty to the subscriber (whose first payment by the way is sometimes only \$1) that he is dealing with our authorized representative and is guaranteed against loss; in the second place, as the premium is usually made up of the most successful features from the weekly of the year before, such as our correspondence and photographs during the Russo-Japanese war, or the drawings of Remington or Frost or Gibson, or the Sherlock Holmes stories, the premium brings home to the subscribers more vividly than any words of the agent or any advertising the value he will receive in 52 copies of the weekly. The premium is really the discount for an annual subscription, not in any sense a refund of the subscription price, and by its nature it might almost be described as germane to the subscription and certainly in harmony with the spirit of the statute. My suggestion with regard to premiums is to take the spirit rather than the letter of the law.

In other words, if a monthly publication whose price was 50 cents a year (assuming that such was the minimum price permitted) attempted to give a premium I should regard it in the light of a refund to the subscriber. If a weekly publication whose price was \$1.50 chose to give the same premium I should not object, providing **always that neither the actual nor advertised value of the premium exceeded one-half the advertised price of the publication itself.**

So with the clubbing offer, it would seem to me that it is entirely legitimate for a subscriber to five periodicals to receive a special rate, providing again that special rate is not such as in effect to supply him with one periodical free, or at less than the minimum price prescribed by the Department.

To regulate the amount of credit extended by a publisher to his subscribers is a more difficult matter, for, as Mr. Madden suggests, it would involve a system of wholesale espionage and continual prying into a publisher's private affairs. But here, it seems to me, we might suggest a remedy for two evils at once. There is something almost despairing in Mr. Madden's description of the chameleon-like changes which take place immediately in the periodicals affected by some new ruling of the Department. This shepherd of the post-office is shocked by the rapidity with which the wolves discard their sheep's clothing after they pass the barriers.

Would it not be desirable and practicable, then, to ask each publisher whose application for second-class privilege has been granted to file also at stated intervals copies of his publication, together with a circulation statement, and such other information as the Department might require? This would show to what degree, if any, the character of his paper had changed, and whether the conditions which justified its admittance still obtained. I do not understand the second-class privilege to be a perpetual franchise, and it would seem only reasonable that the post-office should have means of discovering to what extent its privileges were being abused.

In the same statement I should provide for a declaration of the number of subscribers to whom credit was being extended, and I should rule that no more than 25 per cent of the total should be permitted to remain who had not made a payment within six months. That would keep the dead wood from the subscription list.

The next considerable abuse of which Mr. Madden spoke was that of sample copies. As far as I have been able to ascertain the views of our association, they are not greatly concerned as to the fate of sample copies. I believe they would even view with resignation their disbarment from the second-class rate. But there are one or two points of policy in regard to them which it might be well to bear in mind. The evil of sample copies only becomes formidable because of the provision which permits a periodical of 1,000,000 circulation to circulate also 1,000,000 copies free. And the anomaly is this, that the new publication, to which, if to anyone, the sample copy is a necessity and a legitimate means of introduction to the public, is limited to the same percentage of paid circulation as its long-established competitor. If sample copies are still to be permitted I should like to see the newcomer in journalism get an even chance; let him circulate 100 per cent of his paid circulation in sample copies the first year and 50 per cent the second year, if he likes, and hold the older periodicals down to as small a percentage as you deem right.

Nor do I believe that the publishers of our association would oppose very vigorously the withdrawal of the privilege now accorded them of including subscription blanks in the copies sent to expiring subscribers. This would be the means of a considerable increase in first-class postage.

Exchange copies, it seems to me, perform among periodicals a very important function, and the cost to the publisher, at least those

represented in our association, is such that he rarely exchanges without receiving some tangible return; but if the newspapers were willing to abrogate the second-class rate on their exchanges, our association would probably agree to do the same.

For the difficulties to which Mr. Madden has devoted considerable time, but which more immediately concern newspapers, Sunday and daily, such as supplements, inserts, etc., I leave it to some one better posted on newspaper affairs, such as the representatives of newspaper associations, to suggest a remedy.

Last on our list, and though not described specifically as an abuse, continually referred to as a matter to be regulated by the Department, is the amount of advertising and its percentage to reading matter.

The imposition of a tax on advertising matter has been suggested, either indirectly by limiting the relative amount of advertising or directly by a tax in the form of extra postage on the portion of the publication containing the advertising.

Although the Periodical Publishers' Association does not wish to be understood as advocating either of the movements, its members, with a few exceptions, would not be seriously inconvenienced by a restriction of the amount of advertising to 50 per cent of the bulk of a publication, provided the average was taken for the whole year and not for a single issue. The hardship this limitation would impose on trade and technical papers, in which advertising is of equal importance from the readers' standpoint with the text, would seem to make its adoption by the Department unfair and unwise.

Another and a great difficulty arises, the greatest one I see, in respect to charging more for the advertising section of a periodical than for the reading matter proper. A great many periodicals would be strongly tempted to run disguised advertising matter, to run "write ups," and it would be a constant question for the Post-Office Department to determine whether a certain article in praise of the Prudential Insurance Company, for instance, was an advertisement or a contributed article.

It is in this connection that I desire to read an interesting colloquy between Representative Overstreet and Mr. Madden. I read from the record, page 188:

Representative OVERSTREET. Mr. Madden, if you were confronted with the necessity of making a construction upon whether a paper was published primarily for advertising purposes, would you not be obliged to take into account the proportion of the advertising to the rest of the periodical?

Mr. MADDEN. It seems to me that would have to be done.

Representative OVERSTREET. And if you found that proportion showed a greater percentage of purely advertising matter than of other matter, would it have, not necessarily decisive weight, but much weight, toward excluding it from the mail?

Mr. MADDEN. It would.

Now, I believe that any effort to restrict or in any way to discriminate against advertising as a legitimate part of the contents of a periodical is based upon a misconception of the fundamental act of 1879. It is fallacious to contend that this law may be interpreted in any way so as to include the standard magazines of to-day with "regular publications designed primarily for advertising purposes." On March 7, 1879, Mr. A. A. Freeman, Assistant Attorney-General for the Post-Office Department, rendering an opinion on the case of



a publication called the "Citizen Soldier," which opinion was immediately made a ruling by the Post-Office Department, defined the issue very clearly and showed what was in the mind of Congress.

A paper, the principal object or design of which is to advertise a particular trade or profession, edited and controlled by a person engaged in the particular trade or profession advertised in its columns, falls within the class defined by the law to be "regular publications designed primarily for advertising purposes." \* \* \* But we must not confound the desire or wish of the publisher with his "design." His wish or desire is to make money. His design is to do so by publishing a paper. He may conclude to publish a paper having no advertisements at all—such, for instance, as the New York Ledger—or he may conclude to publish one having, like the New York Herald, a large amount of advertisements. In both cases, however, his business is the dissemination of newspaper matter. We buy, subscribe for, and read the Ledger on account of its essays, literature, and stories. We read the Herald on account of the world-wide information as to current events found in its columns, and also on account of the varied interests it advertises.

Whether we look to its advertising or editorial columns, we find it full of legitimate newspaper matter. We look in vain through its columns to ascertain who its editor is, or what his business is. \* \* \* A careful examination of these papers fails to disclose that the editor of either has any other occupation than that of publishing a newspaper. The one advertises for nobody; the other for everybody. The paper under consideration pursues neither course; the burden of its editorials and general reading matter is directed in a single channel, viz, that of building up the private business of its editor. The paper is devoted to the interests of those having claims, present or prospective, against the Government, and the proprietor, and he alone, is advertised as engaged in the business of collecting these claims. \* \* \* When we \* \* \* ascertain that \* \* \* the paper advertises the proprietor and him alone as engaged in a business enterprise, in which the particular class of persons whose interests are apparently sought to be promoted are most deeply interested, I think we may well conclude the primary or principal object of the paper is to advertise the business of the editor. \* \* \* A paper, the primary or principal object of which is to advertise the business of a gentleman engaged in the collection of pensions or other claims against the Government, is chargeable under the law with precisely the same rate of postage required to be paid on a paper, the primary purpose of which is to advertise any other business or occupation.

In view of this very clear statement of the position taken by the Post-Office Department when second-class matter first began to be sent through the mails, we hold that any assumption that advertising is not an essential part of a periodical, or that a magazine which carries a large amount of advertising is de facto a "publication designed primarily for advertising purposes," is a violation of both the spirit and the letter of a well-established principle of nearly thirty years' standing.

We would, however, protest very strictly against any discrimination in the matter of postage rate on editorial and advertising matter.

In the publishing business as it is to-day conducted the publisher depends upon the advertising not only for his profit, but also calls upon it to make up the deficit that exists between the cost of producing a magazine and the revenue derived from the subscriber. In other words, the 10 cents or 15 cents that the reader pays for a periodical is not enough to pay for the art and editorial matter that goes into that publication. It is partly paid for out of the advertising revenue. Therefore on whom will the tax on the advertising or a limitation of the advertising fall? On the purchaser of the magazine?

Such a tax must necessarily result in a deterioration in the quantity or quality of the editorial matter. Without the assistance of the advertiser it would be absolutely impossible to give the public any-

thing like the quantity or quality of reading matter that it now enjoys. This vast amount of education and entertainment will suffer exactly in proportion to the restriction put on advertising. We do not think that the reading public will stand for any deterioration in the quantity or quality of the art and editorial matter now offered them by the great American periodicals.

Moreover, may not the reading public itself be intrusted with the regulation of this matter of percentage of advertising? Any regulation made by the Post-Office Department would concern itself with quantity only. The regulation could not take into consideration the relation between the quantity of advertising and the quality of the reading matter. The reading public does take into consideration these two all-important elements, namely, quantity of reading and quality of reading. The publisher who offends in this matter soon hears from the reading public in the shape of diminished circulation, and this chastisement, above any other, will keep him in the straight and narrow path.

While the tentative suggestions made by me in respect of sample copies, minimum price and weight, annual statement of circulation, and limitation of credit, premiums, clubbing offers, exchanges, and the right to inclose subscription blanks have not been passed upon by the association formally as a whole, and consequently are not presented in any definitive way, still, in reply to a letter of mine sent to every member of the association, to which I received eighteen or twenty replies, the general sense was in favor of my suggestions. If you so desire, I can give you a synopsis showing the divergence of individual views, but I have said enough to indicate in a general way the association's attitude toward these abuses and the direction in which they would suggest that Mr. Madden look for relief.

I have here a list of the questions propounded in that letter of which I am speaking and a record of the answers—that is, in the affirmative, the negative, or doubtful. Do you want me to read that, Mr. Chairman?

The CHAIRMAN. What is the pleasure of the Commission?

Representative OVERSTREET. Mr. Collier might file it.

Senator CARTER. I suggest that it be filed and made a part of the record.

The matter referred to is as follows:

In October I addressed to every member of our association a letter in which the subjoined questions were propounded. To this letter I received 18 replies from the following publishers: The Ladies' World, Suburban Life, Judge Company, Harper & Brothers, The Christian Endeavor World, The Ridgway Company (Everybody's Magazine, Ridgway's Weekly), Doubleday, Page & Company (World's Work, Country Life in America, Garden Magazine), The Housekeeper, The Etude, Pearson's, System, American Monthly Review of Reviews, The Religious Press Association, D. Appleton & Co., Success Magazine, Little Folks, Fulk & Wagnalls Company (The Literary Digest), Robert Grier Cooke (The Burlington Magazine).

The first question was:

*Sample copies.*—Would the association oppose a law permitting a publisher to mail sample copies equal to 100 per cent of his paid circulation at any time during the first year of a publication, providing its circulation does not exceed 100,000, and 50 per cent the second year with the same proviso, and limiting him to 25 per cent for all succeeding years?

To this I received 1 reply in the affirmative, 14 replies in the negative, and 3 replies doubtful.

The second question was:

Would the association oppose placing a minimum price of 50 cents a year on weeklies and 25 cents a year on monthlies?

To this I received 3 replies in the affirmative and 15 replies in the negative.

The third question was:

Would the association oppose a regulation providing for a minimum weight of 5 copies to the pound?

To this I received 1 reply in the affirmative, 13 replies in the negative, and 4 replies doubtful.

The fourth question was:

Would they be willing to admit an arbitrary limit to advertising of 50 per cent?

To this I received 8 replies in the affirmative, 6 replies in the negative, and 4 replies doubtful.

The fifth question was:

Would three months' free continuance of a subscription after expiration be sufficient?

To this I received 13 replies in the affirmative, 3 replies in the negative, and 2 replies doubtful.

The sixth question was:

Would the publishers in the association be willing, if the present rate be maintained, to file each year a sworn statement of circulation paid, free, sample, exchange, etc., with the Post-Office Department?

To this I received 15 replies in the affirmative and 3 replies in the negative.

Mr. COLLIER. Now, gentlemen, I submit that with the encouragement of finding the Department's rulings sustained almost without exception by the courts; with the satisfaction of seeing evils at least as great as those which now confront him, such as the book abuse, entirely extirpated; with the cooperation of the publishers of legitimate newspapers and legitimate periodicals toward the correction of abuses, Mr. Madden should hesitate to recommend to this Commission any programme based on incorrect assumption or inconclusive figures. From him we should expect a series of definite suggestions, based on experience and supported by statistics, for the gradual improvement of the second-class service, and proceeding, step by step, with the cold logic of a mathematical demonstration.

We are the more encouraged to expect a fair statement from Mr. Madden for the reason that, at the beginning of his brief, he expressly disclaims any intention of urging upon this Commission a change of the policy enacted into law by Congress. His statement—I read from the minutes; page 7—is as follows:

It is not my intention to argue as to policy, or to discuss any of the numerous theories concerning the subject. I shall make a plain, unvarnished statement of the present situation, and nothing more. It will be to the point, and as brief as may be consistent with the importance of the matter to be presented.

The Department will content itself with showing that the laws are defective, and wherein they are so, and their effect upon the service. This Commission and Congress can determine the questions of policy. Should it be your judgment, or that of Congress, that notwithstanding the conditions the Depart-

ment should proceed to execute the laws as best it can, that of course will be followed. But a solution of this great postal problem, which now so vexes the publishers, the service, and the Administration, and is the cause of such tremendous wrongs, is hoped for.

But Mr. Madden, after awakening our sympathy by his evident impartiality and by his eloquent portrayal of the difficulties wherewith his Department is encompassed, when we look to him for a scientific analysis of the factors in this problem, falls back on foggy generalizations such as these. I read from the record, page 195:

Mr. GLASGOW. I understand that perfectly well, and I am trying to get information. I understand you think there should be no difficulties of classification. What I want to understand is why you fix 4 cents as the rate, instead of 2 or 1 or 3 or 6, or 7 or 10. What is the reason that induces you to put it at 4?

Mr. MADDEN. Because I believe that would fairly compensate the Government for the handling of the matter, and asking no questions as to whether it is primarily designed for advertising, or whether it has subscribers, or whether it is educational, or whatever it is.

Mr. GLASGOW. Is that a guess?

Mr. MADDEN. Yes; a good deal of a guess.

Mr. GLASGOW. Is that based on any calculations you have, or any figures? I want to get some definite information that will enable us to know where we stand.

Mr. MADDEN. That is based on calculations, yes; but the basis for the calculation I can not give you now, because it was made some time ago and I do not have it in mind.

Mr. GREEN. Was it not your basis at that time that increasing the rate to 4 cents a pound would cover the deficit at the time you made that estimate, which was about a year ago, was it not?

Mr. MADDEN. No, sir; it was a long time ago.

Mr. GREEN. I think the statement was that if the rate had been 4 cents it would have quadrupled the income on second class, and it would have about covered the deficit.

Mr. MADDEN. I think it was something of that kind.

Mr. GLASGOW. Is it your idea that the 4 cents will cover the deficit or that the 4 cents is the cost of the Government?

Mr. MADDEN. It is pretty nearly approximately the cost. Our figures are probably high because we can not get exactly at the true cost. That is the difficulty.

That is the difficulty.

And Mr. Hubbard, called from Chicago to corroborate his chief, testifies luminously his method of arriving at the cost. I read from the record, page 257:

Representative MOON. What was your data on the loss on second class?

Mr. HUBBARD. The figure that I put, the cost of carrying second class, handling and delivering, is 4 cents a pound—that is, I assume it to be that.

Representative MOON. That is just an assumption?

Mr. HUBBARD. An assumption.

Representative MOON. Do you know whether that is a correct figure or not?

Mr. HUBBARD. I do not know whether it is 4, 6, or 7.

Yet, after professing unwillingness to advise this Commission on the broad question of policy and confessing his inability to substantiate his statements by figures, what does this zealous and soft-spoken representative of the Post-Office Department, who has so consistently left out the question of policy, recommend?

Not the fearless continuation of a programme of rigid enforcement, to which he has pointed with just pride and in which the courts have almost without exception sustained the Department's view.

Not the increase of the executive staff and an additional appropriation of as many hundred thousand dollars as may be necessary for the prosecution of offenders, who, by his own account, are secur-

ing unmerited privileges at a loss of millions annually to the Government.

Not the appointment of a permanent postal commission to relieve the Postmaster-General of the embarrassment of making adverse decisions, which are attended, in Mr. Madden's own words, "by personal hazard to the executive."

Not even the strengthening of the present statute in the places where a series of test cases would show it to be weak, so that the abuses now complained of might be explicitly legislated out of being.

No; Mr. Madden will have none of these. What he wants is a statute that will deal with newspapers, periodicals, catalogues, advertising pamphlets, write-ups, mail-order journals, stock quotation sheets, illuminated Biblical texts, all the exhibits he has shown us and a thousand yet to come, as the railroads deal with coal, bulk them all as "printed matter," and charge a flat rate—a self-sustaining rate, according to what he admits to be a guess, of 4 or 5 cents a pound.

Mr. Madden, the man who has been fighting these abuses all his official life, the champion of the legitimate as against those spurious periodicals of the second class, the enemy of those who masquerade under pretense of being newspapers, now proposes to abandon the fight, to lower the colors, to legitimize the very abuses he has denounced, to surrender to the authors of these subterfuges the rights given by Congress to honorable publishers, who have kept faith with the public.

That this is no exaggeration of the interesting and radical suggestions made by Mr. Madden is evidenced by his reply to a question by Mr. Glasgow. I read from the record, page 154:

MR. GLASGOW. Can you tell us how you would get to that?

MR. MADDEN. Yes; a uniform rate for all printed matter.

MR. KRACKOWIZER. So that there is no classification at all?

MR. MADDEN. No classification except letters, printed matter, and merchandise.

MR. GLASGOW. Then you would eliminate the policy upon which the second class was established?

MR. MADDEN. You can not carry out the policy. I have made it plain that you can not.

It seems incredible to me, gentlemen of this Commission, that Mr. Madden should not see the lack of logic and the lack of courage involved in his position. Because one Postmaster-General after another has lacked courage to enforce the law, because thousands of unworthy periodicals have usurped our rights and flooded the country with cheap competition under cloak of the second-class privilege, are we, honest publishers, who have dealt fairly with the people and with the Department to be made to pay the penalty?

The periodical literature of America is something of which we may well be proud. Its growth has been a part of our national history; its influence may be felt behind some of the most significant movements in our national life. It has reached its present high prestige among the periodical producing nations of the world by virtue of three favoring conditions:

1. The foresight and public spirit of Congress in creating the second-class rate for newspapers and periodicals.

2. The loyalty of publishers of legitimate newspapers and periodicals in executing what they conceived to be a trust imposed on them by Congress for the benefit of the reading public.

3. The development of such cooperation between publisher and advertiser as assures the reader the benefit of added revenue.

What would be the effect of Mr. Madden's recommendation that all printed matter, whether it be periodical literature of the character of Harper's Magazine or commercial catalogues and pamphlets, shall be charged for by the Government at a rate of 4 or 5 cents a pound, as railroads charge for coal or iron. I wonder if Mr. Madden has considered what the effect would be? Would it not be, first of all, to open the flood gates of the second class to those whom Mr. Madden has been trying to keep out or has succeeded in keeping out? Would not all printed matter now sent at third-class rates immediately take advantage of the new dispensation, and has Mr. Madden figured what effect upon the postal revenues that would have? Would not the publisher, to meet the new condition, be compelled to do one of three unwelcome things—raise the price of his periodical, or lower its quality, or lose double what he now loses per copy—and would not this infallibly result in diminishing circulation, increasing the cost, and eventually converting what is now a great educative agency among the whole people into one more class luxury for the few?

Would not finally those advertisers who have formerly gone into the homes of America in company with the best contemporary art and literature—and helped, as Mr. Walter Page said in an address he made some two years ago, to subsidize literature and art in America—when they found the circulation of magazines shrinking, when they found that only the rich could afford the periodical that had now become a luxury, withdraw their support from these periodicals, establish house organs of their own, and remove the last prop from beneath the tottering fabric of American periodical literature?

I do not believe that picture of the consequences of overturning the policy of Congress is painted in too somber colors. The only gleam of humor I find in the revolutionary programme of the Third Assistant Postmaster-General is his answer to the following question by Representative Overstreet:

Then have you not found it difficult of enforcing this law, lest a too strict enforcement would so overwhelmingly disturb existing conditions that it would be much better to have a statute making plain the administration, rather than limiting it to individual cases?

To which Mr. Madden replied:

I am very glad you express it that way, Mr. Overstreet; that is what I have been trying to say, but I have not been able to say it as well as you put it.

"So overwhelmingly disturb existing conditions," indeed! In other words, rather than disturb the perpetrators of the very subterfuges and abuses he has been denouncing Mr. Madden proposes to shake the entire legitimate publishing industry of America to its foundations. No wonder, in his gratitude, he exclaims to Mr. Overstreet: "Thank you for understanding me."

To be entirely frank, Mr. Chairman, I do not believe that Mr. Madden saw clearly in his own mind the consequences of what he was proposing. I believe his enthusiasm carried him off his feet.

The only shadow of a reason for this proposition to upheave the foundation on which the publishing industry in America has been built up is the detestation in which every American rightly holds the

word "subsidy." There is something un-American about that word, and I am tired, and every honest publisher of a legitimate newspaper or periodical is tired of hearing it applied to our business, as if we had grown fat on governmental favor, as has many a sleek beneficiary of the rebate and the tariff. If I thought my business or my paper depended for its success on a subsidy, I should be ashamed to come here and beg for its continuance. If there is one word a degree more detestable to me than "subsidy," that word is "cant," and the composite picture that has been painted to this Commission of the American publisher is of a creature who endeavors to cloak private greed under the mantle of public service.

Now, gentlemen, we publishers may not be any better than we should be; we may call one another hard names at times and the newspaper proprietor may accuse the magazine editor of muck-raking when he calls attention to the patent medicine and bunco mine advertisements in his friend's daily, but when it comes down to dealing with the public, both classes of publishers are doing good clean work for the citizenship of this Republic—work done without any thought of or reliance on "subsidies." And it is just here that the sharp line must be drawn between the press of America, considered as a mere physical thing (as coal or iron or flour or fertilizer) as Mr. Madden would have us consider it, and as a great and responsible engine of public opinion, which is how Congress regarded it in 1879. When Mr. Green, secretary of the printer's association, the United Typothetae, appeared before this Commission in favor of a flat rate for all printed matter, he said:

We claim that all mail matter receiving the same service should be charged the same price. Those using the mails, whether publishers of daily newspapers, weeklies, monthly magazines, mail-order papers, house organs, or catalogues, are in business as a rule primarily for profit and not from any disinterested desire to disseminate knowledge or to benefit mankind in general.

To which I reply that though they are not like a certain distinguished industrial philanthropist from New Jersey and do not proclaim their love for mankind from the housetops, I would back Charles Scribner, of Scribner's Magazine, Sam McClure, of McClure's Magazine, Albert Shaw, of the Review of Reviews, George Harvey, of Harper's Magazine and the North American Review, Cyrus Curtis, of the Ladies' Home Journal and the Saturday Evening Post, Frank Doubleday, of the World's Work, and Henry E. Howland, of the Outlook, to sell every copy of their magazines at a loss for ten years, rather than print a line that would break faith with or duty to the American public. That is how their periodicals, and that is how the great newspapers of the country have won the confidence of the people. It is not because it would cost me more to mail Collier's Weekly that I oppose this unworthy suggestion of Mr. Madden's; it is because in breaking faith with me you compel me to break faith with my readers and deprive them of the things they have a right to expect from me, and which I can not give them if you are going to let down the bars that separate Collier's from a shoe catalogue. I have no desire to push myself forward into the company of the good men whom I have mentioned, but when I entered journalism it was in the hope that I might enter a field of honorable public service, as they had done, and make my mark as they did. I should have made another choice, and so will the young

men of to-morrow, if you hold forth no other incentive than that of competing with Mr. Green in the field of commercial printing.

Now, we come, gentlemen, to what I consider the most important phase of this whole question of second-class matter. The impression has gone abroad—and no doubt the form in which the announcement of the Commission was made is partially responsible for it—that the postal deficit is at the bottom of this inquiry. I read from the announcement:

The report of the Postmaster-General for the fiscal year ended June 30, 1905, shows that the cost of maintaining the entire postal service for that year was approximately \$167,000,000, and that the revenue from all sources was approximately \$153,000,000.

Then it goes on to speak of the cost of second-class matter.

It was, therefore, with great pleasure I read the clear-cut statement of Mr. Overstreet on that point, when he said:

Mr. Chairman, this is not the first time that some question or answer has appeared to give the impression that the deficit has something to do with this investigation or this investigation something to do with the deficit. I think it is well enough, in view of that, to state at least my understanding of the appearance of this Commission. I do not understand that the question of the deficit has anything to do with the inquiry of this Commission, nor whether there is any deficit or not. That is a matter of bookkeeping.

This statement is so uncompromisingly clear that I hesitate to mention the word "deficit" before this Commission. Had Mr. Madden confined his recommendations, therefore, to suggestions for the correction of those abuses he has described I should have been content to consider, with Mr. Overstreet, that the question before this Commission was localized to purely one of departmental efficiency. But when Mr. Madden oversteps the boundary that separates a departmental question from a question of public policy, when he presumes to tell this Commission that a policy which has been in force for a quarter of a century should be now reversed, without supporting it by intelligent statistics, I think that to discuss this amazing proposition intelligently with the American people we shall be compelled to discuss the postal deficit.

If it is seriously proposed that the great periodicals of America shall be classed by Mr. Madden as the railroads class sacks of flour or tons of coal, if the taxpayer is to be told that the newspaper and periodical publishers of America are imposing a burden upon his shoulders instead of doing him a service, then it becomes our duty, in self-defense, to place the responsibility for the postal deficit where it belongs. If the scope of this inquiry is as broad as the announcement would seem to indicate, we can not escape considering the inter-related problems of railway pay and the cost of carrying second-class matter.

If the second-class privilege is responsible for a deficit of from \$14,000,000 to \$20,000,000 a year, it is responsible to just that extent for an impairment of the efficiency of every other branch of the postal service. If, per contra, the rate of railway pay is excessive, then second-class matter and the rural free-delivery service are being held unjustly to account for sins that are not theirs. However you state the problem you can not diminish the revenue of the Department as a whole without diminishing the efficiency of each particular branch or increase the revenue of the whole without increasing the efficiency of each particular branch.

Now, so far from making any pretense to special information on



the subject of whether the railroads are paid too much for carrying the mails or not, or whether the franking privilege—now extended so indiscriminately—should be charged to each department of the Government, or whether the expenses of the rural free-delivery system are out of proportion to those involved in carrying second-class mail, I expressly disclaim any particular knowledge on each and all of these subjects.

There have been many statistics laid before this Commission with the object of throwing light on the cost of carrying and handling second-class mail. The record shows that Senator Carter and Representative Overstreet have been indefatigable in quest of information on that subject. From fellow-members of the Periodical Publishers' Association I have been deluged with theories for proving that the cost of equipment of railway mail cars was disproportionately estimated as between first and second class; that railway and express companies within certain zones of distribution would carry periodicals at less than half the rate charged by the Government; that the average haul on second-class matter was shorter than that on first-class matter; that the routing of from 75 to 90 per cent of the second-class mail by publishers had largely diminished the cost of handling. These theories may be correct or not and the conclusions deduced from them may be favorable to our contention that second-class mail is indirectly self-sustaining to-day and will be directly self-sustaining to-morrow, or they may, on the contrary, sustain the cheerful guesses and the estimates and approximations of Mr. Madden. My position in any case is the same.

Before you change the rate on second-class matter, before you reverse the policy on which the periodical publishing business of this country has been built up, the Post-Office Department will have to show the people themselves—and show it so clearly that there can be no doubt—what the cost of carrying second-class matter is and what it should be, what the cost of handling second-class matter is and what it should be, what the loss on second-class matter is and what it should be if the abuses were corrected and the Department administered on a business basis. Then, when the issue is set plainly before them, we will discover whether they will tolerate having their reading matter taken from them. For if it is proposed to deprive the newspaper and periodical press of America of the second-class privilege, which for twenty-five years it has used for the benefit of the public, on the mere guess of an overzealous Third Assistant Postmaster-General, then every taxpayer in America will be asked daily and weekly and monthly which of these three courses he will choose:

Do you want your money paid to the railroads at excessive rates for transporting the mails, do you want it expended by your Congressman in sending out free seeds and free speeches, or do you want it expended in sending you at cost or below cost the news and art and literature of the world?

Some of the members of our association have compiled at considerable trouble the figures of their average haul, and these figures are at the service of your Commission. I fear, however, that they throw little real light on the problem as a whole, because they represent only fifteen of the thirty or forty thousand papers receiving the second-class privilege. They are also all periodicals of immense national circulation published from New York, and their average haul is probably almost double that of the bulk of second-class publications.

There is a little side light on this question of average haul that may illuminate the question from an angle the reverse of statistical. During a recent shooting trip in Wyoming I was caught at dusk many miles from camp in a snowstorm. Eventually we reached a ranch, where we found shelter. Round the lamp after supper was a little group listening to the 12-year-old son of our host, the ranchman (who himself, by the way, could not read or write), reading aloud from the October number of Scribner's an article by Thompson Seton on the "Great American bison," reciting, among other interesting facts of American history, how the buffalo herds of a hundred years ago had mapped out by their trails the great railway systems of to-day. This was in Jacksons Hole, Wyoming, some four days' ride from the nearest railroad, and the haul on that copy of Scribner's must have been a thousand miles over the average. Yet who shall say the extra cost to the Department was not well spent in educating that little future citizen of this Republic?

So in Canyon Creek, halfway across the Teton Pass, I found an old cattleman fondly absorbed in "Mr. Dooley on the power of the press," though that copy must have raised the average haul of the American magazine in a way that would make Mr. Madden's blood run cold; and in Jackson itself, two days' ride from the railroad, Mr. Deloney, the leading citizen, who keeps the general store and is building a little brick church for his townfolk, told me, when I offered to send him Collier's free, that he already subscribed, and a few months before had emptied his shelves of his whole stock of patent medicines because of some articles we had published. Who shall say, then, Mr. Madden, when you are computing the average haul, what forces of civilization, what fibers at work knitting together a new national citizenship you are measuring with your little yardstick?

To sum up the views of the Periodical Publishers' Association briefly, then:

They believe there are grave abuses of the second-class privilege to be remedied.

They are now and have always been willing to cooperate with the Department as far as is consistent with a maintenance of their own rights under the law.

They are willing to meet Mr. Madden along the lines I have indicated to suggest more specific regulations for the government of periodicals in respect to sample copies, exchanges, minimum price, number of pieces to the pound, premiums, clubbing offers, extension of credit, inclosing of subscription and renewal blanks.

Should these regulations prove ineffective, they favor the appointment of a permanent postal commission.

So much on the side of concession and cooperation.

On the other hand, they are unanimously and unalterably opposed to a change of the second-class rate, no matter how slight, for the following reasons:

(1) As being against public policy, for if there was ever a time when this country needed an untrammelled press, actuated by partly idealistic rather than wholly commercial motives, it is to-day.

(2) On the ground that other postal reforms and retrenchments already too long postponed will place the Department on a self-supporting basis.

(3) On the ground that no figures of cost of carrying or cost of handling second-class matter have been adduced before this Commission on which any intelligent business man would feel warranted in taking any action whatsoever.

In conclusion, Mr. Chairman and members of the Commission, let me say one word, not as the representative of the Periodical Publishers' Association, not as an individual publisher, but as a citizen and taxpayer. Apart from any consideration of the economic questions involved in this inquiry, I believe that the situation of America to-day is such that every influence of the honest newspaper and periodical press is needed to help us keep our national balance as between the great and growing power of concentrated capital on the one hand and the dangerous elements of discontent on the other.

We have a great tide of illiterate immigration sweeping in on us on which unscrupulous demagogues and labor leaders are anxious to ride to power. We have also private fortunes of unprecedented proportions, and corporations of many millions capital seeking to crush competition and still further exploit the necessities of the people. Between these great opposing forces, presaging a social ferment the like of which America has never seen, stands a loyal, sane, fearless, and disinterested press. It is for you to say whether that press shall continue its work for civilization and good citizenship or whether, through a blow struck by this Commission at the foundations of its relations with the reading public, it shall sink to a subordinate position in the ranks of commercial industry.

Mr. W. ATKINSON. I should like to ask Mr. Collier a question.

The CHAIRMAN. Perhaps some members of the Commission would like to ask Mr. Collier some questions first.

Representative OVERSTREET. Yes; I should like to ask Mr. Collier a question. Mr. Collier, you have spoken of some statistics relative to the average haul which were obtained from a limited number of members of your association. Do I understand that you have that in a separate paper?

Mr. COLLIER. Yes; I have it here.

Representative OVERSTREET. Will you file it with the Commission?

Mr. COLLIER. With pleasure.

The matter referred to is as follows:

*Average haul (as reported November 19).*

	Average haul.	Approximate circulation.	Haul of total circulation.
Collier's .....	959	600,000	575,400,000
Pearson's .....	891.25	250,000	222,812,500
Century .....	699	150,000	104,850,000
World's Work .....	781	80,000	191,345,000
Country Life in America .....		100,000	
Farming .....		30,000	
The Garden Magazine .....		35,000	
Christian Herald .....		250,000	
Outing .....	884	127,100	208,500,000
Ladies' Home Journal .....	823	1,090,000	4,521,000
Churchman .....	864	20,000	941,760,000
Literary Digest .....	460	122,000	9,200,000
McClure's .....	996.5	414,000	121,451,000
Current Literature .....	960.32	23,000	397,572,480
Independent .....	912	70,000	20,976,000
The Ladies' World .....	885	450,000	61,960,000
Everybody's .....	680	600,000	306,000,000
The American Magazine .....	924	300,000	564,400,000
	1,025		307,500,000
		4,657,000	4,088,796,980

Average, 876.91.

Representative OVERSTREET. Mr. Collier, you made some suggestion relative to the number of pieces to the pound. In reference to newspapers I believe you said 5 to the pound.

Mr. COLLIER. No; with regard to newspapers I said that I was unfamiliar with the subject.

Representative OVERSTREET. You separated the newspapers from the periodicals.

Mr. COLLIER. In the case of weeklies 5, and of monthlies 2½.

Representative OVERSTREET. You made no suggestion relative to any excess?

Mr. COLLIER. No; I did not.

Representative OVERSTREET. Have you any suggestion to submit? What would you do, if anything, with any excess number of pieces to the pound?

Mr. COLLIER. I had not thought of that subject, because I did not understand from Mr. Madden's presentation of abuses that that abuse figured to any extent.

Representative OVERSTREET. I gathered the inference from your suggestion that some restriction would follow such a limitation, and my thought was that possibly if there should be excess that you would treat it in some way; by way of increased rate or something. I may have misunderstood you. You have no suggestion to make where an excess occurs?

Mr. COLLIER. No.

Representative OVERSTREET. I desire to direct your attention to what you said about sample copies. I believe you suggested that in the event of a restriction of the number or the abolition entirely of the sample-copy privilege an exception might well be made with reference to periodicals just beginning their life.

Mr. COLLIER. Yes.

Representative OVERSTREET. And you intimated 100 per cent for the first year and 50 per cent for the second?

Mr. COLLIER. Yes.

Representative OVERSTREET. Do you think there would be any danger of publications being born simply for that limited time to exploit some fad or industry which might in itself be an abuse?

Mr. COLLIER. I think that that would be very unlikely for the reason that in making application for the second-class rate I understand that a publisher has to give a statement of the number of subscribers already secured, and I think it is very unlikely that a publisher could secure in advance of publication many paid subscribers, enough at least to make that a formidable danger.

Representative OVERSTREET. There is just one other point. Will you be kind enough to enumerate the various publications which your company itself issues?

Mr. COLLIER. I should like to enumerate them with the proviso that I take it—

Representative OVERSTREET. I mean you, yourself; your company.

Mr. COLLIER. My company?

Representative OVERSTREET. How many different publications do you publish?

Mr. COLLIER. Only one; Collier's Weekly.

Representative OVERSTREET. Is there any practice upon the part of your individual publication, or, from your knowledge, on the part

of other publications, of using freight or express in the distribution of periodicals?

Mr. COLLIER. I know of none. We do not use either freight or express, and I do not know of any periodicals of our class which do, though there may be some.

Representative OVERSTREET. A statement was made by several persons who were before the Commission. I think at its last session, that both freight and express were utilized within certain distances.

Mr. COLLIER. I think that would probably apply more to periodicals in which the element of time does not enter as much as it does in ours.

Representative OVERSTREET. How frequently is your publication issued?

Mr. COLLIER. Weekly.

The CHAIRMAN. Mr. Atkinson, do you wish to ask a question?

Mr. W. ATKINSON. I should like to.

The CHAIRMAN. You may.

Mr. W. ATKINSON. I should like to ask Mr. Collier in reference to cheap papers. At the close of his very able and eloquent address he spoke of educating the foreigners who come here. I would ask him if he does not think that the cheap papers fill that purpose better than the costlier papers?

Mr. COLLIER. I had intended to make in my brief the very point that Mr. Atkinson brings up now. I would not wish to be understood as advocating class publications in the sense of papers printed only on heavy paper or containing reading matter that would appeal to the well-to-do classes, because I believe with Mr. Atkinson that a great deal of important work for the education of the country is being done by cheap papers. What my suggestions were aimed at was a determination of the honesty of the publishers on this subject rather than the quality of the paper or otherwise. But I can conceive that a paper might be published for the Italians who work on our railways which would be an honest newspaper and do splendid educational work, though it was printed on very cheap paper and though it were written in very simple language. But the question for the Department to determine, it would seem to me, would be whether it was published primarily for the purpose of a newspaper or primarily for the profits to be derived from the advertising. That is the only standard I would like to apply.

Mr. ATKINSON. I do not think that answers the question quite. Mr. Collier would limit the yearly price of a paper to from 25 to 50 cents; that is, for a monthly. For a weekly he would make a higher price. Now, a monthly is only printed once a month. A weekly is printed 52 times a year. Why should he insist upon charging 2½ to 5 cents a copy for a monthly and let a weekly go at 1 cent? I should like to have that explained.

Mr. COLLIER. I was taking the yearly price as my basis, and taking it for granted that the greater number of units published by a weekly would consequently involve a lower price per copy.

Mr. ATKINSON. Why should it? Suppose a monthly has a circulation of 1,000,000 copies. Can not they print it just as cheaply per copy as a weekly or a daily? Why not?

Mr. COLLIER. I dare say they can. The universal experience, however, seems to be, taking all the periodicals of note, that there are

many monthly magazines published at \$1 a year and few weeklies of the same character and same class published for less than \$4 a year. It is experience merely which prompted that suggestion.

Mr. ATKINSON. I should like to ask another question. The Farm and Home, I think, is printed at about 1 cent a copy; the Ohio Farmer, about 1 cent a copy; and they are doing the same kind of work. They go to the same people and do the same kind of work precisely. The Ohio Farmer prints probably 100,000 copies; the Farm and Home probably more. The Farm and Home does not cost as much per copy as the Ohio Farmer.

Now, why should not the publishers of the Farm and Home furnish that paper at 1 cent a copy, when the Ohio Farmer furnishes its paper at 1 cent a copy? I should like to have the question answered pretty definitely, because it is a very vital question.

Mr. COLLIER. I can only answer it to this extent: The suggestion I made, both as to the minimum price and as to the maximum number of pieces to the pound, was made in response to Mr. Madden's enumeration of abuses. There seemed to me to be only two practicable methods of meeting those abuses. The association merely suggested, and I have pointed out the difficulty in both cases of applying such an arbitrary standard as to the quantity or quality of the paper. I think that whenever our association is called upon to state its views it would say that such an enforcement as that would not be from their standpoint injurious.

Personally, if I were construing the intent of the statutes I should not enforce a minimum price.

Mr. ATKINSON. Do you not think that the cheap papers, the cent-a-copy papers, whether a daily or weekly or a monthly, are doing better work for the American people, for the reason that they are reaching the lower classes, than the papers of a higher price, because the papers of a higher price go to people who can afford to buy them—the people who can pay the higher prices? Are not the cheaper papers really doing the more valuable work? We want to reach the lower strata. According to your brief, you would close out all of the cheap papers—that is, the cheap monthly papers and the cheap weekly papers—and just leave the high-priced papers stand, when it is the lower class we want to lift up. I should like a very clear and distinct answer to that question.

Mr. COLLIER. I think I have already made clear my position on that subject. I am endeavoring to meet, from our association's standpoint, the abuses that Mr. Madden has enumerated.

Mr. ATKINSON. Do you not think that you ought, not from your standpoint, but from the standpoint of the public, from the standpoint of public policy—

Mr. COLLIER. From the public standpoint, I think undoubtedly the cheap class of periodicals should have great and useful educational influence on the people. I do not think they have. I think most of them are made up of material that is thrown together without any regard to its educational value, and—

Mr. ATKINSON. Could you name any of those papers?

Mr. COLLIER. I have one of them here. [Exhibiting.]

Mr. ATKINSON. Let me see that paper.

Representative OVERSTREET. The question ought to be, after all, the quality of matter contained rather than the price of the periodical.

Mr. COLLIER. Yes.

Mr. ATKINSON. This paper is called Comfort. If the members of the Commission will excuse me, I will read the headlines. First there are "A few words by the editor;" then a story; then "In and around the house;" a story, "Work for the women;" another story. another story; then there is some music. Now, in looking through that I do not see anything but stories and household matter. It seems to me that this cheap-literature business is a phantom.

Mr. COLLIER. I see a good many things besides the stories. I see an advertisement of swindling mining schemes and of patent medicines.

Mr. ATKINSON. This paper costs 15 cents a year. Such papers go to the lower class of people, just the kind who need them.

Mr. COLLIER. I am not an expert in this class of literature, so I must decline to pursue the matter further.

The CHAIRMAN. Mr. Collier, are you through?

Mr. COLLIER. Quite through.

Representative GARDNER. I take it it is a fair inference, from what you have said, that a tract society circulating good literature among the immigrants would be doing the same kind of work that a paper would be doing which circulated like literature.

Mr. COLLIER. I think this: that the regulations other than those on price per copy and weight should effectively disbar publishers from entering that business who have only the desire to make money out of the advertising. I think the other regulations ought to be so strict that——

Representative GARDNER. Suppose the object was purely educational and the publication carried no advertisements at all, a philanthropic society, if you please.

Mr. COLLIER. I think these publications should be admitted, and I see no means, with justice to them, of disbarring them.

Representative GARDNER. Then where do you find the solution, short of a censorship, which shall decide not only with respect to all the matters embodied in the present law, but must also decide in each case whether the thing is educational, and whether the educational matters are of a proper kind, and whether the publication ought to enjoy the privilege, if you prefer to call it that, of second-class matter?

Mr. COLLIER. I believe the statute intended that the Department should pass upon the ideal qualifications, and I think that means a censorship.

Representative GARDNER, of New Jersey. Would that mean of the kind of matter?

Mr. COLLIER. Yes.

Representative GARDNER, of New Jersey. Since that matter may be too important, you have several times suggested a permanent commission?

Mr. COLLIER. Yes.

Representative GARDNER, of New Jersey. It would seem to me that your remarks were directed to that. To what extent would you consent that the censorship should go over the literature that is to be admitted to the second-class privilege?

Mr. COLLIER. It seems to me that the censorship should confine itself to determining the question whether the newspaper or period-

ical applying for the privilege is a genuine periodical or newspaper. That would be the main question. If it were published, in other words, with the object of disseminating information of value to the people in either form and conformed to the other regulations of the department, it would seem to me that it deserved to receive the privilege.

Representative GARDNER, of New Jersey. You contend that if there be an advantage, whether a privilege or a subsidy, in the provisions of the law now relating to second-class matter, it should be confined to business concerns, to the exclusion of charitable concerns?

Mr. COLLIER. I had not thought on the subject of charitable concerns. I do not see why they should not receive the same privileges, provided the Department considered that they were doing work which might properly be described as the work of a periodical or newspaper in their field, technical or charitable.

Representative GARDNER, of New Jersey. Doing work like that of a newspaper or periodical does not make it a periodical or newspaper.

Mr. COLLIER. I should think, for example, if I were a civil engineer or an electrician, that a weekly paper devoted to scientific subjects and devoted to the latest news from the point of view of engineering would be a newspaper in the real sense.

Representative GARDNER, of New Jersey. Is regularity in publication an essential feature in the education of the immigrant?

Mr. COLLIER. I think it is an essential characteristic of a newspaper.

Representative GARDNER, of New Jersey. That is not my question at all. Is regularity in publication of a tract or educational paper an essential element in the education of the Italian immigrant?

Mr. COLLIER. No; I think not.

Representative GARDNER, of New Jersey. Then if he could be as well educated and as fairly dealt with by a publication that was not guaranteed to be regular and which would not come within the postal laws at all, as they now stand, do you or do you not think the laws ought to be amended so as to include such a publication?

Mr. COLLIER. I do not think they ought to be amended. I do not claim that the periodicals and newspapers are the only educational agencies.

Representative GARDNER, of New Jersey. You advanced and you adhere to the proposition that the Government should continue to extend, if it does extend, an indirect subsidy to publications on the ground that they are for educational purposes?

Mr. COLLIER. Yes.

Representative GARDNER, of New Jersey. But must exclude all means of education that are not carried to the public through publications known as periodicals, published regularly, and at a known place of publication.

Mr. COLLIER. I think not.

Senator CARTER. You disclaim knowledge as to whether we carry second-class mail matter at a loss or at a profit at the present time?

Mr. COLLIER. I disclaim exact knowledge.

Senator CARTER. Then for the purpose of my question, assuming that we carry that class of mail matter at a loss, do I correctly understand your position to be that notwithstanding the loss there should be no change of rate?



Mr. COLLIER. That is my position.

Senator CARTER. In other words, it is your position that the Government in some manner or form, or the people back of the Government, gain some advantage through the character of matter to which you refer which compensates for any loss incurred in carrying the mail matter to the people?

Mr. COLLIER. Yes.

Senator CARTER. You would, however, as I understand, deny second-class mail privileges to that class of publications not coming within your conception of a legitimate periodical?

Mr. COLLIER. I would under the present statute. If the Congress saw fit to legislate for the sending at the same rate through the mails of charts—educational charts, let us say—I do not know what my position in regard to it would be. But at the present time my position is that it should be confined to periodicals and newspapers.

Senator CARTER. In the main, I assume from your statement, you would favor the continuance of the existing law?

Mr. COLLIER. Yes.

Senator CARTER. Particularly with reference to the rates?

Mr. COLLIER. Yes.

Senator CARTER. Do you suggest, or may we infer from your statement that you believe in, extending the privileges beyond the present limit?

Mr. COLLIER. No; I should think that the present extension of the privilege is entirely adequate.

Senator CARTER. You would favor restriction in the matter of sample copies?

Mr. COLLIER. I would.

Senator CARTER. And in the matter of regulating subscription lists, so as to cut out the dead ones.

Mr. COLLIER. Yes.

Senator CARTER. And in other particulars.

Mr. COLLIER. Yes.

Senator CARTER. But you would not extend the privilege—

Mr. COLLIER. No; I should not.

Senator CARTER. Then when any new publication applied for admission what would be your judgment as to the proper test to be applied by the Third Assistant Postmaster-General or the Postal Commission when the question arises as to the admission or exclusion of the publication proposed?

Mr. COLLIER. Of course the first question would be as to its compliance with all the regulations required by the Department and its compliance with such other regulations as the court might determine to be valid. That is among the suggestions I would make. Then I would apply to it the test whether it was a periodical or a newspaper, which the Commission, if the Commission determined it, or the Department, if the Department determined it, believed to be of educational value to the people among whom it was intended to circulate.

Senator CARTER. Then, the place of publication being fixed, and the period of publication assumed to be regular, you would warrant the Department or commission in proceeding to inquire into the contents of the publication?

Mr. COLLIER. Yes; I would.

Senator CARTER. Do you suggest that the court determine whether the subject-matter embraced within the publication is of educational value to the people or not, or would you leave it with the Department?

Mr. COLLIER. I would leave it with the Department, subject to review by the court.

Senator CARTER. Would you, in view of your suggestion that copies of the periodicals and papers be from time to time filed with the Department, favor regulations giving authority to the Department to exclude a publication which had been admitted, but which, in the judgment of the Department, had deviated from the character contemplated by the law?

Mr. COLLIER. Yes; under the same restrictions as there are at present, that the publisher of the publication must be given a hearing or given a chance to reform if possible.

Senator CARTER. A period of probation should be allowed.

Mr. COLLIER. Yes.

Senator CARTER. You regard the fixing of a limit by the Department as to the number of copies per pound as utterly out of the question?

Mr. COLLIER. I do. At the time I had written the brief I did not know of the extent that really valuable papers, technical papers and others, were being printed of practically four leaves. I did not know that, and I think at present it would be a very inadvisable thing to do.

Senator CARTER. Do you not think likewise it would be clearly inadvisable to have the Government undertake to prescribe the subscription price of a magazine or other publication?

Mr. COLLIER. I think it would, except that the statute seems to contemplate just some such idea when it speaks of a nominal price. It is difficult to determine what a nominal price is, without being arbitrary at one end or the other.

Senator CARTER. There is a shade of difference, is there not, between determining that the price is nominal and fixing a price which the publisher shall be required to receive?

Mr. COLLIER. Yes, there is; but a price may be nominal in two senses. A publication, for example, may be sold at a very low price, at a cent a copy, and still that price may not be a nominal price. It may be an actual price. It may be worth a cent a copy. Another publication may be worth 10 cents a copy and be sold at a cent a copy. It is the relation of value, in other words, between the thing offered and the price at which it is offered.

Senator CARTER. The Government might determine that the price was nominal, but would you contemplate with any degree of satisfaction a statute that vested in departmental authority the right to say what your subscription price should be?

Mr. COLLIER. I think it would be preferable that that should be avoided, and I do not know whether I would consider it wise. As I said in my paper, I think it is a difficult thing.

The CHAIRMAN. Is there anything else you wish to submit, Mr. Collier?

Mr. COLLIER. I think that is all.

## STATEMENT OF WILLIAM A. GLASGOW, JR.

Mr. GLASGOW. Mr. Chairman and gentlemen of the Commission. I hope the Commission will appreciate the difficulties of a man who is not engaged in the business of a publisher presenting to the Commission any views on this subject that may be of any value. I have done the best I could from the point of view of the Periodical Publishers' Association to present to you their views in connection with this matter.

Representative OVERSTREET. For the purpose of the record, I suggest that you state in whose behalf you appear.

Mr. GLASGOW. I appear with others for the Periodical Publishers' Association.

Representative OVERSTREET. In the capacity of attorney?

Mr. GLASGOW. As counsel for the association.

Senator CARTER. Can you indicate here the publications embraced in that association?

Mr. GLASGOW. We will get a list and present it to the secretary.

In presenting the views of the Periodical Publishers' Association it seems desirable in the outset that we should distinctly understand the "lines" along which the Commission deems it advisable to direct its inquiries, as indicated in the "announcement" issued for the first session of the Commission, held in New York on the 1st day of October, 1906.

There were three inquiries submitted by the Commission at that time, and I shall take these up in their order.

First. Whether the revenue from the second class of mail matter should not be made commensurate with the actual cost of the service rendered in handling it, and whether its classification should not accordingly be grounded upon practical rather than ideal distinctions.

This I take to mean that the Commission is satisfied beyond question that the present rate on the second class of mail matter is not commensurate with "the actual cost of the service." Where the information comes from I do not know. I have not been able myself to arrive at any satisfactory conclusion as to what is the cost. But if you take a pound of the second class of mail matter and say that it costs the Government more than 1 cent to carry it across the continent, or even 1,000 miles, this statement may be beyond controversy, but if you take the entire postal system together—all its classes and the various rates on each—and treat the matter carried as a whole, considering at the same time the enormous volume of mail matter of the classes upon which the Government realizes a handsome profit, which is created directly by the second class of mail matter, then I am not prepared to admit that the "revenue" derived from all the branches of the service and from all the classes of mail carried is not "commensurate with the actual cost of the service."

I do not think, Mr. Chairman and gentlemen of the Commission, when you consider the Postal Department and the policy in the division of classes of mail, it is fair to say that each class is to pay to the Government the actual cost. But if the revenues from the service as a whole pay the cost of the service, I should think the difficulty would be greatly removed.

If one thing has been demonstrated upon this point beyond the peradventure of doubt, it is that if the books of the Post-Office De-

partment were properly kept it would clearly appear that the "actual cost of the service rendered in handling" the mails was and is paid by the "revenue" collected from the people by taxation for the use of the mails. There is no deficit. This has been clearly shown by those who have preceded me and by the Postmaster-General's report for the year 1905.

What the actual cost of the service is in any particular branch the Postal Department has been unable to tell us, and with the best efforts that I have been able to make with those who are members of the association which I represent, I can shed little light on this question when you bring it down to the cost of service in any particular class of mail matter. If you consider the second class of mail matter and care to figure out that the actual cost of that part of the service is greater than the receipts therefrom directly, still, when you know that large profits are realized by the Government from other classes of mail matter by reason of the volume of the second class of mail matter moved, certainly the loss on the second class should be credited by some of the profits realized from and created by it. And when you try to work it out you are involved in inextricable confusion leading to the sound and proper conclusion that we should take the Department as a whole—its revenue and its cost of service—and when you find that there is no actual deficit, then it seems that the suggestion of increasing the rate of postage on the second class of mail matter is idle, and that such a course should only be considered when the absolute financial necessities of the service require it.

I can not think that there is any real, serious danger of this honorable Commission considering for a moment increasing the rates of postage on the dissemination of useful information to the people, and thus reverse the policy of the Government from the time that the first postal service was established in the western world. In his annual report for 1901 the distinguished Postmaster-General, Charles Emory Smith, said:

Our free institutions rest on popular intelligence, and it has from the beginning been our fixed and enlightened policy to foster and promote the general diffusion of public information. Congress has wisely framed the postal laws with this just and liberal conception. It has uniformly sought to encourage intercommunication and the exchange of intelligence.

The casual suggestion of the distinguished Third Assistant Postmaster-General to increase the rates on the second class of mail matter from 1 cent a pound to 4 cents a pound would cripple, if not destroy, almost every periodical publication which now finds its way to the homes of the people. Certainly the whole business of periodical publishers would have to be readjusted, and while some would survive, many useful publications, which now fill places in the minds and hearts of those who keep up with the best thought of the world, would disappear, and the places that knew them would know them no more forever. The strongest might survive, but who can say what would be the result as to others?

May I use an illustration showing how heavily such increased rate would bear upon publishers?

For the year ending August 31, 1906, the United States Government received in postal revenues from the business of the Curtis Publishing Company, publishers of *The Ladies Home Journal* and *The Saturday Evening Post*, two publications of the widest circula-

tion and greatly valued by the vast body of the reading public, the following:

19,948,876 pounds second-class matter (magazines), at 1 cent per pound (approximately half of this amount is paid for mailing the Journal and half for the Post. This includes the mailing by the news company, which amounts to about \$20,000)-----	\$199,488. 76
350,000 outgoing letters, at 2 cents each-----	7,000. 00
Postage on patterns, catalogues, etc., mailed-----	9,952. 96
Outgoing circular matter, estimated-----	100,000. 00
<b>Total</b> -----	<b>316,451. 72</b>
1,700,000 Incoming letters, at 2 cents each-----	34,000. 00
Stamps inclosed in payment of remittance, estimated-----	50,000. 00
300,000 money orders, at 3 cents each-----	9,000. 00
<b>Total</b> -----	<b>409,451. 72</b>

This takes no account of the business brought into existence by replies to advertisements and resulting correspondence and remittances for mail orders.

Bags, in which subscribers' copies were mailed, were supplied by the Government. Magazines were tied up, packed in mail bags, weighed and sorted in the publishers' building by its own mailing department, and most of them were taken at once in its own truck direct to the railroad station and packed in mail trains without passing through the post-office. A representative of the Post-Office Department checks up all mail in the publishers' building before it goes out.

Now, if you were to increase the rate on these magazines from 1 cent a pound to 4 cents, instead of paying postage at the pound rate, amounting to \$199,488.76, the publishers will have to pay in postage alone, at 4 cents per pound, \$797,955.04 per annum, or an increase of \$598,466.28 per annum. Will any sane man assert that these magazines can survive such legislation? It must be apparent that an additional tax of even 1 cent a pound would be disastrous. You might figure this proposed increased rate down to one-half cent a pound or to one-quarter of a cent a pound or below that to 1 mill a pound and finally get it to a point which would not destroy the publications, but this is not the spirit in which a broad-minded commission, such as this, or a patriotic Congress will treat such a question.

The above facts as to the Curtis Publishing Company but furnish an illustration as to many other publishers of magazines. Perhaps the expenditures as to postage by others may not be so large, but exactly the same relative situation exists.

The first part of this first inquiry is addressed solely to the question of increase of rate on the second class of mail matter, and when it is demonstrated, as it has been, that there is no deficit—real, actual deficit—in the Post-Office Department, what excuse can there be for increasing the rates on postage which finally must be paid by the people who read the magazines?

You may take the revenues of the Post-Office Department and give away \$19,000,000 per annum in the franking privilege to other departments of Government, and then give away \$28,000,000 per annum in the beneficent advantages of rural free delivery, and then lose millions in unequal and exorbitant transportation charges, certainly \$5,000,000, and thus create an apparent and artificial deficit and use that as a basis for further taxation upon those who read magazines,

but no one will be deceived by such an excuse and no wise Congress will be moved by considerations so transparent or necessities so unreal.

In presenting my views as to the second class of mail matter, which has been so unnecessarily and unjustly criticised as being a burden to the Government and the "cutworm" of the postal treasury, I can not pass the question of "deficit" without calling attention to the able and convincing address before this Commission recently delivered by Mr. Wilmer Atkinson, at the hearing in New York, in which he shows that the apparent deficit in postal revenues decreased from \$12,133,392.88 in 1897 to \$2,937,649.81 in 1902, and that during the same period the second class of mail matter increased from 310,658,155 pounds to 454,102,359 pounds. Mr. Atkinson says:

Here are the figures for five years:

	Pounds and class matter.	Postal deficit.
1897 .....	310, 658, 155	\$12, 133, 392. 88
1898 .....	336, 126, 338	9, 841, 258. 81
1899 .....	352, 303, 226	7, 902, 041. 58
1900 .....	382, 538, 999	5, 385, 688. 70
1901 .....	429, 414, 573	3, 923, 727. 48
1902 .....	454, 102, 359	2, 937, 649. 81

showing an increase of pounds carried for the whole period of 143,494,207 and a falling off of the postal deficit of \$9,196,443.07.

I think that is about right. If that be the truth, that every time you increase the number of pounds of second-class matter the apparent deficit decreases, I should like to have my friend, to whom I listened with so much interest in New York, figure out upon what reasonable or sane basis it can be said that this apparent deficit is due to the burden of second-class mail matter. There may have been less letters franked; there may have been less paid to the railroads for transportation; there may have been economies practiced; I do not know how it was done, but the figures will not bear out attributing this apparent deficit to the burden of transporting second-class mail matter.

In commenting upon the facts shown by these figures the Third Assistant Postmaster-General said in his annual report for 1903 that "but for the sudden and extraordinary increase of expenditures for a new, though necessary, branch of public service the deficiency in postal revenues would, in the usual course of events, by this time be cut down to a nominal figure." reference being made to the rural free-delivery system. So the Third Assistant Postmaster-General said that if the Department had not had the burden of the rural free-delivery system the apparent deficit appearing in the figures which I have given would have disappeared for the year 1903. A year later he declared:

It is evident that were it not for this extraordinary expenditure (meaning for free rural delivery) the postal service would now be about self-sustaining. It is believed that as soon as the free-delivery service is fully established the increase in the expenditures on account of that service each year will not be more than the normal increase of other items of the service, and that within a short time after such normal conditions obtain the postal service will again be self-supporting.

I have thought it proper to direct your attention to this point, which is so significant and which is so forcibly presented by the dis-

tinguished gentleman to whom I have referred. If the transportation of the second class of mail matter is responsible for a deficit in the postal revenues, how, may I ask, is this consistent with the fact that with an increase of the tonnage of the second class of mail matter from 1897 to 1902 the apparent deficit each year in the postal revenues decreased?

As far as I can see, the purpose of this Commission will be more nearly met by an effort to eliminate the abuses of the service in the second class of mail matter rather than by considering how the revenues may be increased for the purpose of curing a deficit which only exists in the imagination or is created by the magnificent generosity of the Post-Office Department as extended to other departments of Government.

The second clause of the first inquiry as to the classification of the second-class of mail matter will be hereafter considered, so that the first inquiry is:

Shall the rate upon the second class of mail matter be increased, and upon this question the Commission must have long since reached the conclusion that no such action should be taken until the necessities of the occasion leave no other course open.

The second inquiry of the Commission is:

In case second-class matter is not put upon a cost-paying basis, what limitations should be placed upon the matter which may properly be embraced in that class?

The views of my clients on this subject will be presented in answer to the third inquiry.

I desire, however, to suggest to the Commission that this second inquiry is so drawn as to make the consideration of further limitations upon the second class of mail matter entirely dependent upon whether one class pays its way regardless of the fact that as a whole the Postal Service is self-sustaining, whereas in the view that we take of this matter the question of further "limitations" upon the second-class matter, or any other class, should be here considered entirely as a means of eradicating and preventing abuses from which the service suffers and which impairs its efficiency.

The wording of that inquiry is:

In case second-class matter is not put upon a cost-paying basis, what limitation should be placed upon the matter which may properly be embraced in that class?

So the matter of limitation is entirely dependent upon whether you put second-class matter upon a cost-paying basis.

If the postal service, taken as a whole, is upon a cost-paying basis, as it is, should there be any further limitation placed upon the different branches or classes of the service, but should not the effort rather be to enforce the present limitations, around which business interests have grown up and which have now been in force for more than twenty-five years?

Solution of the difficulties of the Postal Service is not to be found in "a cost-paying basis" for each class of mail matter, but by proper protection against abuses which have grown up in the classification of mail matter.

The third inquiry is:

By what amendments of existing law may the changes which appear to be advisable be most effectually brought about?

This appears to be the real, broad inquiry which justifies the creation of this Commission. I think I may discard in the further presentation of my views the question of deficit or surplus; of whether the rate of postage on second class of mail matter should be increased to 1.1 cents per pound or to 4 cents per pound; of whether classification should be changed or limitations should be established in order to bring each class of mail matter to "a cost-paying basis," and we may come to the real inquiry—the broad question involved—as to whether "existing law" should be changed by amendments in order to cure abuses which exist. Does the remedy lie in further legislation or the enforcement of the present statutes?

It will be interesting as well as useful to briefly review the growth of the postal system in the United States.

Prior to the year 1782 official reports show that the rate of postage on newspapers was solely within the discretion of the Postmaster-General, and that this state of affairs continued until the act of Congress of February 20, 1792, established the rate for all newspapers at 1 cent each for distances not exceeding 100 miles, and 1½ cents for greater distances. Of course, it will be understood that the rate for letters was very much higher than this newspaper rate, and thus in the very beginning was established the principle, which has been preserved and continued through all the growth and expansion of our magnificent postal service, that printed periodicals or newspapers intended for the dissemination of current information should be specially encouraged by offering low rates for their transmission through the mails. If a man desired to send important private information by letter, he could afford to pay therefor. If it was desirable that the body of the people should be kept advised of public affairs affecting either their duties as patriotic citizens or their moral, educational, or temporal welfare, then the business of distributing this current information must be encouraged at as low a tax as possible upon the people who were expected to read, and as a result the above principle was established.

On March 2, 1799, Congress passed an act continuing the then existing schedule of postal rates, but providing that magazines should be carried at rates ranging from 1 cent a sheet for distances not exceeding 50 miles, to 2 cents a sheet for distances exceeding 100 miles.

In the year 1810 an effort was made by the Postmaster-General to require that postage should be paid on periodicals a quarter in advance. (See American State Papers, 1810, p. 42.) This effort failed, and the result shows the policy developed at that early day of encouraging in every way the publication and distribution of all printed matter which would carry information into the homes of the people.

The war of 1812 came on, and in casting about for subjects upon which to collect "war revenue" all rates of postage were increased 50 per cent, the purpose being to help provide for the maintenance of the Army and Navy. This additional tax upon the people seems to have created little comment at that time, but would be very unwise at this period of our national existence and would hardly be tolerated.

In 1822 the Postmaster-General recommended an increase in postal rates (American State Papers, p. 91), and further recommended that prepayment of postage be required. By act of March 3, 1825, a new schedule of postal rates was established under which newspapers were carried 100 miles or less for 1 cent each, and over that distance 1½



cents each. Magazines and periodicals could be mailed to subscribers for a distance not over 100 miles at  $1\frac{1}{2}$  cents a sheet, and at  $2\frac{1}{2}$  cents a sheet for a greater distance.' And by this act a sheet was defined to be 4 pages folio, 8 pages quarto, and 16 pages octavo. The zone system had been established at that period.

In 1832 the rates of postage on all classes of mail matter seem to have been elaborately discussed in the annual report of the Postmaster-General (see *American State Papers*, pp. 338-348, inclusive), and in 1840 the Postmaster-General recommended that postage on newspapers and other printed matter be equalized with an advance of 100 per cent in the rate, which recommendation, however, Congress failed to adopt.

In 1845 the Postmaster-General reported that the revenues on printed matter had always been greatly below the actual expense of its transportation—this is no new question, Mr. Chairman—and suggested higher rates of postage. Again Congress paid no attention to the suggestion, but in the same year an act was passed amending the law so that newspapers might be carried in the mails free for a distance of not over 30 miles from the place of publication, and other rates remained the same, except that magazines and periodicals weighing not over an ounce might be sent without regard to the distance for  $2\frac{1}{2}$  cents each, with 1 cent for each additional ounce.

In the act last referred to we find the first definition of a newspaper, as follows:

Any printed publication issued in numbers, consisting of not more than two sheets and published at short regular intervals of not more than one month, conveying intelligence of passing events, and bona fide extras and supplements of any such publication.

This act of 1845 really reduced the postage on newspapers and magazines, and it called forth from the Postmaster-General, in 1846, a recommendation that the rates of postage be made to approximate more nearly the cost of transportation and delivery. As I said before, this is no new thing. No attention, however, was paid to this suggestion by Congress, and so matters rested until 1850, when the Postmaster-General in his annual report again suggested to Congress an increase in postal rates, but instead of heeding his suggestion an additional and considerable reduction was made in 1851-52 in the rates of postage theretofore prevailing.

In 1851 seven different postal rates were established on weekly newspapers not over 3 ounces in weight when sent by publishers to actual subscribers, and on magazines and periodicals the following rates were fixed:

Not exceeding 500 miles and not more than 1 ounce in weight, 1 cent.  
Over 500 and not over 1,500 miles, double rates.  
Over 1,500 miles and not over 2,500 miles, treble rates.  
Over 2,500 miles and not over 3,500 miles, quadruple rates.  
Over 3,500 miles, five times these rates.

One year later, in August, 1852, Congress passed an act which made a marked modification of the foregoing rates, as follows:

For each newspaper or periodical not exceeding 3 ounces in weight, to any part of the United States, 1 cent.

For every additional ounce or fraction thereof, 1 cent.

Small newspapers, sent in single packages, weighing at least 8 ounces, to one address, per ounce, one-half cent.

By this last act for the first time was established the practice of carrying newspapers in bulk at a rate dependent upon the weight and requiring the prepayment of the postage thereon.

In 1854 the Postmaster-General again recommended (Annual Report, p. 12) that the provision for carrying second-class matter at half the regular rates when prepaid be repealed, but Congress again declined to adopt the suggestion.

In 1859 the Postmaster-General (Annual Report, p. 14) presented an elaborate argument against the law permitting free transmission of newspapers from the publishers thereof to other publishers—in other words, the exchange privilege—but Congress declined to follow this suggestion.

By act of March 3, 1863, Congress made a general classification of mail matter, newspapers and periodicals issued at stated intervals constituting the second class, and the rates theretofore established thereon were materially reduced.

By act of June 23, 1874, after frequent recommendations from the Post-Office Department, Congress fixed the rate on second-class matter as follows:

On and after January 1, 1875, on all newspapers and periodical publications addressed to regular subscribers or news agents, postage shall be charged at the following rates:

On newspapers and periodical publications issued weekly and more frequently, 2 cents a pound or fraction thereof.

And on those issued less frequently than once a week, 3 cents a pound or fraction thereof.

Newspapers, one copy to each subscriber residing in the county where published, shall go free in the mails; but they shall not be delivered at letter carrier offices, nor be distributed by carriers, unless postage is paid thereon.

By act of March 3, 1879, Congress established a uniform rate of 2 cents a pound for second-class matter, except that newspapers, circulated in the county where published, were carried free, as above indicated, and this act also permitted sample copies to be sent at the same rate as copies to subscribers, this being the first concession upon that subject; and then disappeared the zone mileage charge on mail matter.

It will be observed that up to 1875 the subscribers paid postage on their newspapers to the postmaster at the receiving place, but when the above rates took effect the publisher paid the postage in advance and charged it in his bill to the subscriber. When later on postal rates on second-class matter were reduced to 1 cent a pound, the publishers generally assumed the payment of the postage without extra charge for the subscription and that practice has continued until the present day.

By act of March 3, 1885, Congress reduced the rate on second-class matter to 1 cent a pound, and the provisions of the present law as to what constitutes second-class matter were then enacted, and since that time there has been no change in the rates of postage and little, if any, real legislation as to what shall constitute second-class matter.

From the foregoing brief review of legislation from the foundation of the Government to the present time, it will be observed that the uniform policy has been to decrease the rates of postage on printed matter as rapidly as the necessities of the service would permit. The frequent recommendations of the Postmaster-General were to make the payment equal the cost of the service, but each time the mail rate was reduced. I do not want you to understand, Mr. Chairman, that

we argue from that that because the Department now asks that second-class mail matter be made to pay the cost of transportation necessarily Congress will reduce the present rate, but it indicates very clearly that any increase in postal rates on this class will reverse a policy which publishers had the right to believe would be continued.

Under the law a newspaper or periodical publication is admitted to the second class of mail matter and to the rates prescribed therefor when it meets the following conditions:

First. It must regularly be issued at stated intervals, as frequently as four times a year, and bear a date of issue and numbered consecutively.

Second. It must be issued from a known office of publication.

Third. It must be formed of printed sheets, without board, cloth, leather, or other substantial binding, such as distinguish printed books for preservation from periodical publications.

Fourth. It must be originated and published for the dissemination of information of a public character, or devoted to literature, the sciences, arts, or some special industry, and having a legitimate list of subscribers: *Provided, however*, That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed primarily for advertising purposes, or for free circulation, or for circulation at nominal rates.

In their annual reports from 1890 to the present time the several Postmasters-General have called attention to the abuses of the second-class mail privileges, and have frequently asked Congress to provide a remedy, and the suggestion is now made to repeal the present statute law as to second-class matter and substitute therefor a self-executing provisions which will not require executive interference in its administration. In other words, the principal difficulties seem to be under the fourth condition above set forth, where the requirement is that the publication shall be:

First. For the dissemination of information of a public character.

Second. Devoted to literature, etc.

Third. Having a legitimate list of subscribers.

Fourth. Not primarily designed for advertising purposes.

Fifth. Not designed for free circulation or for circulation at nominal rates.

The objection which is urged to the present law seems to be that it leaves to the Department to determine whether a periodical is "originated and published for the dissemination of information of a public character," or whether it is "devoted to literature," or whether it has "a legitimate list of subscribers," or whether it is "designed primarily for advertising purposes," or for "free circulation," or for "circulation at nominal rates," and this Commission is now urged to recommend the enactment of a law which will relieve the Department of exercising any executive discretion on the subjects indicated, but will so clearly set forth what publications are entitled to the second-class rate that nothing will be left to the discretion of those charged with the execution of the law. No charge is made that the law, if executed in its spirit and intent, is not sufficient, but the charge is that there are abuses of the second-class privilege and that therefore the law should be changed.

The Third Assistant Postmaster-General, in his report for the year ended June 30, 1904, reviews the difficulties encountered by the Department in the classification of mail and the origin of the abuses existing in the second class of mail matter, and says:

In establishing the second class of mail matter and giving it these extremely favored rates Congress seems to have proceeded upon grounds of public policy apart from the mere classification of mail matter as such for the purpose of transportation and delivery.

And, after reciting the different conditions upon which matter may be admitted to the second class, he continues:

Now, it will be obvious that in providing these characteristics of a newspaper or other periodical publication Congress dealt in terms having no precise legal signification. The duty was necessarily cast upon the administrative officers of the Post-Office Department, in applying the law to the subject-matter, to determine what was meant by "information of a public character" and to distinguish it from information of a private or nonpublic character. It was likewise left to the officers of the Post Office Department to determine, for the purposes of the statute, what was meant by the term "devoted to literature," what was embraced within the arts and sciences, and what modes or forms of human activity could be recognized as special industries.

The statute did not proceed to define any of these terms, and the Post-Office Department was left with no other guide than the meaning of the terms as used in common speech to be applied in the light of the purpose of Congress as gathered from the statute as a whole. On the other hand, the premium, as it may be called, offered by this favored rate was such as could not fail to stimulate the ingenuity of publishers to efforts to obtain it for everything that could be put into print. If books and other things which would have to pay 8 cents a pound could by any device be caused to be transported at a cent a pound, the profit was the publisher's. The fact that the rate itself was far below the actual cost of transmission and furnished the cheapest known means of distribution offered a temptation almost irresistible to give matter of a purely advertising character the dress and appearance of the recognized agencies of popular instruction and enlightenment.

Hampered by the difficulties inherent in a statute framed in terms like these, the administration of the Post-Office Department from time to time admitted publications conforming superficially to the requirements of the statute without sufficient inquiry into their real nature, and without being able to foresee to what abuses they would eventually lead the precedents. The safeguards of the statute being in this way undermined, the administration of this Bureau found it easier to apply the statute in a purely mechanical way and to admit any publication upon formal compliance with the specially enumerated external characteristics of name, number, date, and periodicity of issue. Starting, then, in a small way through the admission of doubtful publications, the abuses grew with immense rapidity until by the year 1901 it could be said that perhaps the greater part of the matter carried as of the second class (which, let me remind you, was at least two-thirds of the bulk weight of the mails and paid but a small fraction of its revenue) was not at all within the intent, spirit, or terms of the act of Congress.

These abuses—

Mr. Chairman, it is necessary for me to call attention to this to show what the Third Assistant Postmaster-General was leading up to.

These abuses had for many years been the subject of discussion in the annual reports of Postmasters-General, on the floor of Congress, and in the public press. Two views were taken of them. First, that the abuses, however contrary to law, were so entrenched in use and practice as to render legislation advisable for their correction.

That has been disposed of by the Supreme Court in the decision which you refer to.

On the other hand, it could be said with equal force that, as abuses, they were not within the contemplation of the original acts of Congress and were unlawful; the law, therefore, if properly applied, must be adequate to get rid of them. The former view appealed rather to convenience and expediency; the latter to the sense of the duty to enforce the law as it stood upon the statute book.

So, the Third Assistant Postmaster-General thought the law, if properly applied, was adequate to get rid of the abuses and that the reason they had not been gotten rid of was because of convenience and expediency and not by reason of failing to enforce the law.

In the year 1901 the Post-Office Department determined to institute a thorough and permanent reform in the administration of the law

as to the classification of mail matter, and as was said by the Third Assistant Postmaster-General in his report for 1904:

After mature and deliberate consideration by the administration it was decided to make an effort to return to the plain letter and meaning of the statutes—

How does that comport with the great difficulty he has experienced?—

and to enforce them henceforth according to such meaning. This meant not only the application of the law to the constant and unceasing stream of new publications applying for entry, but the exclusion as well of such publications as had been wrongfully enjoying the benefits of these rates. In order that the determination of the administration in that regard might be clearly and definitely understood, three amended regulations were published on July 17, 1901, explaining the statutes as they should thenceforth be administered. It was neither the purpose of the Department nor the effect of these regulations to alter, amend, or modify the law. But for the desire to apprise the publishing interests and the postal service of the fact that the law was to be more carefully administered, their publication would have been unnecessary. The publication of these orders received well-nigh universal approval.

So that he started out on his reform with the universal approval of the publishers; and let us see what was the result. He started out on a reform to abandon the idea of expediency and convenience and to enforce a statute which he said was plain in its meaning and in its letter.

The Third Assistant Postmaster-General then sets forth what he calls the five great abuses, as follows:

First. The book abuse.

Second. News agents' returning privilege.

Third. The abuse of the sample-copy privilege.

Fourth. The abuse of the incorporated institutions of learning privilege.

Fifth. The abuse of the privilege of publications designed for advertising purposes.

And in this work of reformation the Supreme Court of the United States has stated that "The decision of the Postmaster-General, who is vested by Congress with the power to exercise his judgment and discretion in the matter, should be accepted as final." And the conclusion of the distinguished Third Assistant Postmaster-General is as follows:

Unless, however, the entire subject of classification could be revised along such lines as these, it appears to me that it would be better not to interfere by partial amendment with the working out of a consistent system upon the basis of the existing statutes. This process is already well advanced. In one of its main aspects the construction placed upon the law by this Department has already been reviewed by the highest court in the land and approved.

There have been only two cases out of thirty-nine in which the courts have not sustained the construction put upon this plain meaning and intent of the statute made by the Post-Office authorities.

I may venture to express the belief that on the whole the present application of the law will receive the same approval. In the course of time, therefore, the uncertainties of this law, which, as I have already pointed out, is not couched in terms of precise legal signification, will have been eliminated, and the Department will be in a position to enforce with regularity, uniformity, and stability a consistent body of law.

I do not see how that is consistent with the view that no man can understand this statute and no man can construe it. The views of

the Department are that not only have they gotten along so well, but all their constructions of it have been approved by the Supreme Court—the plain letter and meaning of it—and if they are just allowed to go along in this course the uncertainties of this law, which I have already pointed out, is not couched in terms of precise legal signification, will be eliminated, and this Department will be in a position to enforce with regularity, uniformity, and stability a consistent body of law made up, Mr. Chairman, of the construction of this plain act, as he calls it. The intent of the meaning of which he says he understands, made up by his construction of it, supported by the Supreme Court or by the Federal courts to which it may be submitted.

For this reason I do not feel that it is opportune to suggest legislative changes or alterations which would operate piecemeal in relation to the second class of mail matter.

It will therefore appear from the report of the Third Assistant Postmaster-General, who is charged with the duty of the enforcement of the classification of mail matter, that a regular, persistent system of reform of abuses has been instituted, and that the result of that will be an enforcement of the present statute law; and the effect of that will be that the "Department will be in a position to enforce with regularity, uniformity, and stability a consistent body of law."

That being true, the question comes to us whether it is best to make an entirely new statute, which nobody knows anything about and which the courts and the Department will have to hereafter construe.

If the foregoing be correct, the question again recurs: Is it better to enforce with discretion and care the present statutory provisions around which business interests have grown, or undertake by legislative enactments to make new, different, and strange provisions, the effect of which upon large industrial and educational instrumentalities can hardly be forecast?

In his report for 1905 the Third Assistant Postmaster-General says:

In my last annual report I dwelt at length upon the conditions with regard to the second class of mail matter and with regard to the abuses in that class. I explained and showed what had been accomplished in the work of correcting the abuses. There has been no relaxation in that work during the past year. It is unavoidably a slow progress, due to the nature of the law itself. Insufficient force in the Department, litigation, etc., have contributed to check the momentum of the reform during the past year, but nevertheless many abuses have been eliminated. Much work in that direction, however, remains to be accomplished.

So that it will be seen that progress in the way of eliminating the abuses which have been the subject of so much complaint has been made, and that consistent, earnest, and determined effort on the part of the Post-Office Department to construe and enforce the present statute law will eventually eliminate all of the abuses from which the Department now suffers; but at this time, when the efforts at reformation seem to be progressing with such satisfaction, the Postmaster-General recommends "a thorough review of the whole subject by the Congress and the enactment of a statute to take the place of those existing which will render unnecessary in determining the class to which any mail matter belongs the consideration of such questions as those upon which second-class matter now depends," and the purpose seems to be on the part of the Department to relieve itself of all executive discretion and cast the burden upon Congress of defining

what is the true meaning of the above conditions upon which matter may be admitted to the second class, so that such provisions shall be self-executing without executive interference or responsibility.

As was said by the distinguished Third Assistant Postmaster-General in his address before this Commission in New York on October 1, 1906, after reviewing the difficulties incident to the enforcement of the present law: "The moral of it all is plain. It is less trouble, much easier, and one makes less enemies by not enforcing the law than by enforcing it."

This quotation is applicable not only to the enforcement of the statutory law as to mail matter, but as to the enforcement of all law: but it is not a satisfactory reason for a change in the statutory system, which the Department says will work out satisfactorily by degrees if enforced by those charged with its execution.

I feel very sorry for them having to enforce the law. You always feel sorry for people who have to do a disagreeable thing; but I never understood that was a satisfactory reason to repeal the law.

The present distinguished Postmaster-General, in his report for 1905, says:

If the present laws are to remain, one lasting advantage of the reform work is that there is being formulated, from time to time, in the light of experience and the judicial decisions on individual cases, a consistent body of law and regulation which will be a guide for the future.

If you have that, Mr. Chairman, may I ask what more do you want? If, as the distinguished Postmaster-General says, in the year 1905, there is now being formulated, from time to time, in the light of experience and the judicial decisions on individual cases, a consistent body of law and regulation which will be a guide for the future, what on earth do we need with a statute passed with prophecy as to what will be its effect upon future conditions, when there is, from day to day, being built up by intelligent executive construction, indorsed by the courts, indorsed by the same tribunals that protect everybody else's property, a consistent body of law and regulation which will be a guide for the future, and by degrees, as the Third Assistant Postmaster-General says, all of the abuses which he has enumerated will be eliminated from the service? I can not imagine what excuse there is for further legislation enacting a statute which has not heretofore been passed upon, around which rights will have to grow up, and why it should not be left to the present situation where for twenty-five or thirty years business interests have been adjusting themselves to the present situation, rather than to have a new statute which nobody has ever considered.

The effect of it would be, Mr. Chairman, that while you attempt by a present statute to punish or exclude those who are guilty of abuses, at the same time you are punishing the legitimate publications who have grown up in accordance with the well-established policy of the Government for probably a hundred years.

I commend that quotation from the Postmaster-General's views upon this subject to your consideration, because I think in it is embraced the whole wisdom that can be brought to bear on this situation. It is that as business interests grow up, as the continued work of the Department goes on, there shall be formed a consistent body of law and regulation that will be elastic and that will meet the conditions as they arise, subject only to the rights that every

other man in every other business has to the protection of the courts in the enjoyment of his property or his business.

One great class of difficulties encountered by those now having to deal with this subject is that there has been no codification of the rulings of the Department which could be used as "a guide" for future action.

The construction of the law is as much a part of it as the written statute, and still when you go to the Post-Office Department and ask for the construction of the statute as to second-class matter, you will have to look at letters and circulars here and there and try to work out what have been the rulings of the Department on any particular subject in order to ascertain the present status of the law. This difficulty will be overcome by a codification of "the consistent body of law and regulation, which" by the rulings of the Department and judicial decisions will be "formulated from time to time in the light of experience."

Anyone who undertakes to write a definition of the several conditions upon which mail matter may now be admitted to the second class would exhibit a degree of boldness almost outside of the bounds of sanity. It is much better to depend upon the present general statutory enactment, and let a system grow up around it of executive construction approved by the courts, which will meet the necessities of business progress as they arise.

If there is one thing that we have suffered from in America, both in the States and in the National Government—more in the States than in the National Government—it has been too much legislation. I say it with perfect deference to the lawmakers. It is because public sentiment has demanded it.

This inability to define phrases is well illustrated by the position of the Supreme Court of the United States as to defining important and general provisions of the Constitution as to "due process of law," as to "obligation of contracts," as to "regulation of commerce," and other phrases in that instrument contained.

In the case of *Davidson v. New Orleans* (96 U. S., 104), the court said, speaking through Mr. Justice Miller, as to "due process of law:"

But, apart from the imminent risk of a failure to give any definition which would be at once perspicuous, comprehensive, and satisfactory, there is wisdom, we think, in the ascertaining of the intent and application of such an important phrase in the Federal Constitution, by the gradual process of judicial inclusion and exclusion, as the cases presented for decision shall require, with the reasoning on which such decisions may be founded. This court is, after an experience of nearly a century, still engaged in defining the obligation of contracts, the regulation of commerce, and other powers conferred on the Federal Government, or limitations imposed upon the States.

The court says it will not undertake to write a definition of "due process of law" nor what is the obligation of a contract, but that by a system of exclusion and inclusion, as the individual cases are presented, there will be finally worked out a definition of what is due process of law and what is obligation of contracts.

Who can write a definition of "a legitimate list of subscribers?" Who can write a definition of what is designed primarily for advertising purposes? No man can do it. It is beyond the power of the mind to ever write a definition which is comprehensive and satisfactory, but if you have a case presented as to whether a man has a legitimate list of



subscribers or as to whether a magazine is designed primarily for advertising purposes and you have the facts and circumstances surrounding it I do not think it would be very difficult to reach a conclusion as to whether the man was trying to evade the law.

And so we may say that it is impossible to bring within one comprehensive definition the infinite possibilities and many phases which may arise in the business of publishing newspapers and magazines which, under the generous and wise policy of the Government, would entitle such publications to be admitted into the second class of mail matter. No one can write a definition which will cover all the conditions upon which the matter is to be admitted to the second class under the present statute, so that the law may be automatic and self-acting without executive construction, but the wise conclusion is to leave the present statutes as they exist and have the service protected by the "gradual process of judicial inclusion and exclusion" as each individual case may arise.

In that case, Mr. Chairman, you do not punish those that are worthily carrying out the policy enacted by the Government for the abuses thought to be perpetrated by those who try to evade the law. Every man stands on his own base. If he is attempting to evade the law, to create abuses, he is eliminated; whereas the man who is living up to the spirit and intent, the clear intent of the law, gets what he is entitled to as serving a great public purpose.

It is impossible to write a definition comprehensive and satisfactory as to what shall constitute "a legitimate list of subscribers," but at the same time in each individual case on the facts presented it ought to be reasonably possible to decide whether in that particular case the publication meets such requirements. It may also be impossible to define when a publication is "designed primarily for advertising purposes," but in each particular case, with all of the attendant facts, it should not be very difficult to ascertain whether in that instance the publication should be excluded from the second class of mail matter, and when these particular cases have been passed upon by the Department and its rulings sustained by the courts we will see established a "consistent body of law and regulation which will be a guide for the future."

The Postmaster-General, in his report for 1901, says "the intent of the law is clear from its term," and he further said: "These provisions, taken together, plainly show the design of the law. Had they been strictly administered from the beginning admissions to the second-class rate would have been restricted to the legitimate publications complying with the prescribed conditions and there would be no such question as is now presented." And the Third Assistant Postmaster-General, in his report for the year 1902, says: "No person can read the statute without having a very accurate conception of the purpose of Congress," but he says "the policy seems to have been all publications accepted—no questions asked."

Mr. Chairman and gentlemen, I submit it is not sufficient to enact another new statute and repeal the present one, because it has been the policy that all publications be accepted, whether within the statute or not, and none be refused; further, that when the Third Assistant Postmaster-General says he has a very accurate conception of the purposes of Congress all we suggest is to carry out his conception.

I submit with confidence to this Commission that the failure to enforce existing and enforceable laws is not a satisfactory excuse for enactment of new laws.

In his report for the year ended June 30, 1900, the present distinguished Third Assistant Postmaster-General says: "It is my special privilege, therefore, to report to you that during the past year the abuses of the second class of mail matter have not multiplied; and, more than that, they have been eliminated, curtailed, and cured to a considerable degree," and the conclusion that I would draw from the reports of the Department is that the whole difficulty has been and is now in the fact that there has been no constant and determined effort on the part of the Department to eliminate the abuses which have grown up in the second class of mail matter.

And that just as soon as they commenced to enforce the statute as it is written the abuses began to disappear, until the Postmaster-General was justified in reporting to Congress that by degrees all of these abuses would be eliminated and that a consistent body of law and regulation would be developed in the light of experience.

After giving the subject-matter of this inquiry earnest consideration the members of the Periodical Publishers' Association are convinced that the wise conclusion is to recommend that the present statute law remain as it is and as it has existed for more than twenty years, and that the same be enforced by steady, constant, and persistent action on the part of the Post-Office Department, with the protection of the courts to the publishers. It is proper to say, however, that as to the matter of sample copies, about which the Department has complained so frequently, the Periodical Publishers' Association are perfectly willing to a restriction of sample copies to 10 per cent of the issue of the publication.

That was the view expressed at the last meeting which I attended.

In reviewing this subject, however, the conclusion is reached that the sanguine expectation of the Department as to the enforcement of the law can not be speedily and fully realized under present conditions.

The Post-Office Department is now hampered and impeded in its proper enforcement of the law both in the fact that there are constant changes in the executive force, and, further, that the decision or adjudication of questions of classification of mail matter is frequently interfered with by influences which should not be tolerated.

This difficulty under which the Department now labors is illustrated in the address of the Third Assistant Postmaster-General, heretofore referred to, delivered at New York on the 1st day of October, 1906. On pages 27 and 29 of his address he refers to two cases in which he refused to admit to the second class publications which, under his construction of the statute, were not entitled to be admitted into that class, and he admits the embarrassment to the service caused by influences brought to bear upon him by two distinguished members of the United States Senate, who sought for their constituents advantages which should not have been accorded to them.

Under existing conditions—I do not say it in any spirit of criticism at all—such matters are necessarily taken up by distinguished members of Congress and of the Senate, and their interference is a burden to themselves, impairing their best intellectual effort in serving the

country, and it also hampers the Post-Office Department in the construction and execution of the statute law. The Department is charged with quasi-judicial duties in the construction of these statutes, and there ought to be no interference other than by appeal to the proper judicial tribunal for protection.

Do not understand me, Mr. Chairman, as criticising the condition which existed, except that I believe it would be better for everybody concerned if it could be eliminated. It would save the time of the representatives here, both in the Senate and in the House, and would relieve the Department of any embarrassment which might occur.

With an independent and earnest effort on the part of the Post-Office Department to construe the present statutes, subject only to appeal to the courts, there will grow up around the present statute law a consistent course of construction which will be suited to changed and changing business conditions, and will place the service upon a basis which could not be attained by a statutory enactment defining the present law, or changing the whole policy of the Government on this subject.

The construction of the Department, sustained by the courts, is as good law as any statutory enactment, and it has a degree of elasticity which no statutory enactment can have, and the exercise of wise discretion on the part of the Department will properly protect the public and bring about a system more satisfactory and better adjusted to the needs of the publishers than can be arrived at in any other way.

Therefore, on behalf of the Periodical Publishers' Association, I desire to submit to this Commission the suggestion that a plan be worked out for a permanent commission of five, to be appointed by the President, with the consent of the Senate, whose duty shall be to enforce the present statute law as to the classification of mail matter—they will have plenty to do, as evidenced by the exhibits filed in New York—and that the construction placed upon the present statute by such commission be the law of the land, subject to a proper court review in the district where the party affected by such ruling resides.

The publishers are much more interested in determining, now and forever, the policy of the Government on this subject than anyone else. As was said by Postmaster-General Charles Emory Smith, "In the work of reform the legitimate newspapers and magazines have an interest as immediate and vital as that of the Government and people themselves. They ask no favors, they stand on their rights," and with a permanent commission, such as I have suggested, with an appeal to the courts to protect their property interests, the publishers feel that the large business interests involved would be sufficiently protected with full opportunity to eliminate unworthy publications from the second class of mail matter and the abolishing of such abuses as may have grown up under the loose and inefficient administration of the present statute law.

Mr. Chairman, I mean by court review this, that the Department should first have the right to construe and be charged with the duty of construing what publications come within the present statute; that if that decision is unsatisfactory to the publisher, he should have the right to appeal therefrom to the courts, by a mandamus or other process, to require the admission of his magazine to the second-class mail. Every other property interest has the same right. It is not exactly fair as the situation now stands.

I do not know, but I have no doubt that the Postmaster-General and the Third Assistant Postmaster-General feel the responsibility upon them as it stands to-day; but it seems to me that at present the Third Assistant Postmaster-General or the Postmaster-General could destroy any publication on earth that they desired to destroy or that they might deem proper to destroy by rulings which at present are no efficient protection to the party in the courts. Of course I know nobody would want to do anything like that, but it might be done. Therefore the protection of the courts ought to be given to property interests of this kind.

The Post-Office Department is growing more rapidly than any other Department of Government. While the population of the United States between the years 1790 and 1900 increased in the ratio of 20 to 1 and the national wealth 40 to 1, the number of post-offices increased 1,000 to 1 and the revenue of the service 2,400 to 1. This service is always the greatest educational institution of the Republic. The expansion of the mail system is far more than the "index of national prosperity" as it is sometimes called. It is, indeed, a measure of the wonderful growth and intellectual activity of the people, upon which rests the advancement of American civilization and the influence of the Republic.

One of the most notable and useful developments of this postal expansion is the facility it has given for the increased circulation of newspapers and periodicals.

I recollect, Mr. Chairman, that in the country we used to buy one magazine in a neighborhood and pass it around. The time has arrived now when each man can buy his own, or several.

"The freedom of the press" includes the periodical press, and, in the public mind, cheap postage for periodicals is essential to the full benefit of this bulwark of liberty and civilization.

Daniel Webster said:

Given a free press and we may defy openly all insidious enemies of liberty. It instructs the public mind and animates the spirit of patriotism. Its loud voice suppresses everything which would raise itself against the public liberty and its blasting rebuke causes incipient despotism to perish in the land.

A free press means not only unrestricted expression of opinion, but facility for circulation, and it is with surprise, as well as regret, that the publishers, whose interests are so great in the outcome of this investigation, have heard the casual suggestion coming from the distinguished Third Assistant Postmaster-General that the cost of transportation of periodical publications should be quadrupled. With earnestness and confidence we submit to the Commission two propositions:

First. That the policy of the Government in giving cheap and low rates of postage on periodical publications should not be reversed; second, that the present statute law governing the admission to the second class mail matter should be enforced by a permanent, independent, and capable commission, with proper provision for the protection of the publishers' interests by appeal to the courts of the United States in the district where the publisher resides.

Mr. Chairman, I am sorry to have taken so much of your time.

Representative GARDNER. Mr. Glasgow, if, as you insisted in the early part of your argument, it be true that when the volume of the second-class matter runs up the deficit runs down, then why do you

want a commission or any regulation about admitting second-class matter at all?

Mr. GLASGOW. I just used that for the purpose of showing that I do not believe anybody knows anything about what the cost of transportation is. That was the purpose of using that, entirely—that when you say there is a deficit and that deficit is attributed to the enormous burdens of second-class matter, I say it is a very peculiar state of affairs here that when the second-class matter increases in volume the apparent deficit decreases.

Representative GARDNER. You do not mean to state that the increase of volume of second-class matter is the cause of the decrease of the deficit?

Mr. GLASGOW. Not at all.

Representative GARDNER. But that it confuses the subject?

Mr. GLASGOW. Exactly. I have never been able to get any information which was satisfactory to me as to the cost of that particular branch of the service. It is stated everywhere from 4 to 8 cents, as far as I can get from official sources. I do not think the heads of the Department are satisfied. At least, I have never gotten anything satisfactory myself, and I have been looking for evidence of it. My point is that when you talk about the postal service it ought to be the postal service. Because you give away \$28,000,000 to establish the rural free delivery it is no excuse for repealing the present law and enacting a new statute. Because you may give away, if you want to put it that way (although I do not take that view of it), or lose a certain amount on periodical publications, if the general total is made up on all classes of mail matter, if the Department, upon all its sources of revenue, gets enough to pay the cost of the service, then I say the question of deficit has nothing on earth to do with the question here.

Representative GARDNER. That may be. I am not speaking of the deficit in that light. But this much we can agree on, can we not, that the general cost of handling mail is above 4 cents a pound?

Mr. GLASGOW. I just do not know. I have no idea. I expect it is more than is being paid. I expect it is more than a cent a pound; but what it is, sir, I do not believe I have any more information about than Mr. Madden.

Representative GARDNER. I am not talking of that. The average cost of handling mail is above 4 cents a pound. We can agree on that, can we not?

Mr. GLASGOW. That may be true.

Representative GARDNER. Then what basis is there for assuming that the second-class matter costs so much less than the handling of other matter?

Mr. GLASGOW. I did not accede to your premises. I do not know what is the cost of handling. If I knew it, I would be glad to get upon a basis of agreement with you.

Mr. G. H. TEN BROEK. May I ask a question, Mr. Glasgow?

Mr. GLASGOW. Certainly.

The CHAIRMAN. What is your name and whom do you represent?

Mr. G. H. TEN BROEK. I represent the Mercantile Adjuster Publishing Company. There are two in that class. I am a lawyer, and I want to ask Mr. Glasgow a question in order that there may be no

wrong impression about this consistent body of law which is being built up. Have you run down the decisions, Mr. Glasgow?

Mr. GLASGOW. I have done so the best I know how.

Mr. G. H. TEN BROEK. The Commission will find that that consistent body of law finally ends in one decision, in the case of *Bates v. Penn.*, in which the Supreme Court uses this language:

We have reviewed the action of the Postmaster-General, and it is not intended to intimate that in every case hereafter arising the question whether a certain publication shall be considered a book or a periodical shall be reviewed by this court. In such cases the decision of the Post-Office Department rendered in the exercise of a reasonable discretion will be treated as conclusive.

When the cannibal was told he ought to pray for his enemies, he said: "I have none; I have eaten them all." It is a very satisfactory condition for the Post-Office Department to have this decision, but where is the poor publisher to come in who goes to the Post-Office Department when he is turned down and is confronted with this decision that the action of the Post-Office Department is final?

Mr. GLASGOW. I do not think the Commission could have misunderstood my position. I have read that the Supreme Court said that; that their ruling on that subject was exactly stated in the opinion which the gentleman quotes; but the position I took was the same position taken by the Postmaster-General, that by the rulings of the Department, and in such cases as come before the courts and are approved by the courts or reversed by the courts, there would be a consistent body of law and regulation built up around the present statute which would render unnecessary the enactment of any law on the subject. I hope the Commission understood the position I took. My position was that there should be proper appeal to the courts, just as every other property interest has for the protection of that interest.

Mr. G. H. TEN BROEK. I want to explain that I was not criticising Mr. Glasgow. I did not want the impression to be created that there is a consistent body of law being built up. It is ended in one decision, which I have just quoted.

Representative OVERSTREET. Mr. Glasgow, assuming, for the convenience of the argument, that there is no deficit, and that, taking the entire service of the Postal Department, there would be no necessity of increasing any rate, for two reasons, what would you say if it were demonstrated that there was lack of proportion between the various classes, and that some class of mail was burdened with a larger per cent of the service than its proper share?

Mr. GLASGOW. I would say, in reply to that, Mr. Overstreet, that is exactly what has been the policy of this Government for over a hundred years; that upon information such as this Department would properly admit under the statute, for over a hundred years it has been the policy of the Government to carry that at very cheap rates, and for the reason that a consequent benefit was that to be—

Representative OVERSTREET. I have not directed my question to any one of the four classes. I was putting a hypothetical question. Assuming that the entire service was self-supporting, and yet it was demonstrated that there was disproportion between the various classes, would that be justification for a change to readjust the proportion, or ought that to be ignored?

Mr. GLASGOW. I think it would be justification, unless there was

some other supervening or intervening reason for leaving the relative proportions as they then existed. Do you understand me? I have tried to answer it frankly.

Representative OVERSTREET. I understand your answer. For example, there is a very decided pressure for a reduction of first-class postage on the claims which people pushing such a proposition make, that its rate is greatly out of proportion to other rates upon other classes. There is equally a pressure for a reduction of postage upon fourth-class mail for the same reason. Now, what is your opinion as to the proper course for Congress to take, in view of the statements you have made that the entire body of the service, taken as a whole, pays its way, as to whether there should be an adjustment between the classes?

Mr. GLASGOW. That would come down, as I understand you, to reducing the rate on first-class postage or reducing the rate on fourth-class postage.

Representative OVERSTREET. Let us put this illustration—

Mr. GLASGOW. In other words, let me ask this question: There is no pressure to raise the rate on second class. The pressure is to reduce the rate on first and fourth. My answer to that is, if that pressure is brought, and it is based upon satisfactory reason, that must be judged by Congress upon the reasons they present.

Representative OVERSTREET. But please do not get too far away from your own contention, which I am not disputing, but, for the purposes of argument, conceding that, taking the whole postal service, there is no deficit and that it is self-sustaining, and, according to your argument, for that reason there is no necessity for any change with reference to the second-class matter of mail. But suppose it should be demonstrated that there ought to be a reduction of first and fourth class rates, and by reason of such reduction it would create a deficit. In your judgment, would it be wise for Congress to add to the expense without an adjustment as between the classes?

Mr. GLASGOW. Mr. Overstreet, that would depend so much upon the reasons assigned to establish the fact that there was any proper adjustment.

Representative OVERSTREET. Suppose the only reason was the proper proportion?

Mr. GLASGOW. If a question of that kind were going to be presented, I would like to be heard from the other side of it, because I believe I can establish as well that the proportion is all right as the other fellow can that the proportion is all wrong. It is an arbitrary proportion anyway.

Senator CARTER. You regard the 1 cent a pound rate as correct, and we may do what we please with the others? [Laughter.]

Mr. GLASGOW. Yes; but it is an arbitrary adjustment. In the first place, there was never any fixing of these rates upon relative adjustment. Congress fixed them upon an arbitrary basis.

Representative OVERSTREET. Then your answer to my hypothetical question would be that proportion between the various classes ought not to be considered?

Mr. GLASGOW. It never has been considered. It was a purely arbitrary fixing of the rates at such amount as Congress thought would further and promote the dissemination of information. They fixed

it at an arbitrary amount. Now, when you get that fixed, it is stated there is a relative want of adjustment, or relative inequality, and therefore you must reduce the other. What I say is that Congress has given a fair rate to the second class of mail matter for a purpose that has been approved by the Government for over a hundred years. That is an arbitrary fixing of that amount at that rate upon a well-considered basis. Now, that is all right. If anybody can show that the first and third and fourth classes ought to be reduced, that is a matter for Congress to consider. That is the only sane view that I can arrive at on the subject, because I can not figure out how they decided between 1 cent and 3 cents or 2 cents and 5 cents. You can not tell the cost of the different branches.

Representative OVERSTREET. Then to answer the hypothetical question specifically, in your judgment, the relative proportions between the classes ought to be considered by Congress in fixing the rates?

Mr. GLASGOW. I do not think so, but I think Congress ought to fix the second-class rate as it has, at a figure which will encourage the legitimate purposes for which it was enacted, and that the way to eliminate abuses is not through fixing rates.

Representative MOON. Why should the arbitrary rate now in force on second-class matter remain as it is? Why should it not be reduced just a little or increased just a little, if it is arbitrary?

Mr. GLASGOW. Well, I will not oppose a reduction of it. [Laughter.] But it seems to me that where everybody is satisfied, there is no use of interfering.

Representative MOON. Suppose the Government is not quite satisfied with it, and the publishers are satisfied with it. If it is an arbitrary proposition, why should it arbitrarily remain where it is? Why should it not be arbitrarily changed a little?

Mr. GLASGOW. All I can say is the Government has been satisfied to reduce and reduce this along for one hundred years.

Representative MOON. How much would it hurt to reduce it a little?

Mr. GLASGOW. To increase it a little?

Representative MOON. Oh, no; to reduce it a little.

Mr. GLASGOW. I will figure on that and let you know.

Representative MOON. How much would it hurt to increase it a little?

Mr. GLASGOW. I have figured that out as to one client. I have felt more interest in figuring that out.

Representative MOON. The result of it all is you have a pretty good thing, and you want to keep it.

Mr. GLASGOW. We think we have been giving a pretty good thing to the people, and we want to keep it in the present amiable situation.

Representative OVERSTREET. I want to ask you a question on another phase of this matter—the matter of your recommendation of this commission. Do you construe the law as permitting the Government, either in its present organization of the service or by such commission as you recommend, to pass upon the character of the text of the periodicals?

Mr. GLASGOW. Well, it has to, to some extent. It is bound to do it.

Representative OVERSTREET. Then in that recommendation you would include the right of the Government, through this commission, to a certain degree, to act as a censor?



Mr. GLASGOW. Has it been acting as a censor for twenty years? I would like to ask that question. If it has, it is the same kind of censorship.

Representative OVERSTREET. As to the character of the text, the editorials, and articles?

Mr. GLASGOW. Oh, no; I do not say that.

Representative OVERSTREET. That is what I am asking you about.

Mr. GLASGOW. Oh, no; you asked whether certain opinions ought to be expressed in an editorial, or whether that ought to be suppressed because it is not good for the people to read it. That does not come within this statute. This statute clearly says "of a public nature."

Representative OVERSTREET. I am asking you about your own recommendation as to this commission.

Mr. GLASGOW. No; I would not recommend that. Anybody should have the power of paying—

Representative OVERSTREET. Do you contemplate in this recommendation for a commission of five that those five men could pass upon the question of whether or not a periodical was for educational purposes?

Mr. GLASGOW. I should say they would first have to look at the statute and ascertain whether it was for the dissemination of information of a public character.

Representative OVERSTREET. Then, if I understand you, your recommendation for a commission is without any change at all of the existing law, but to permit such commission to act in the same way that the Third Assistant Postmaster-General is now acting?

Mr. GLASGOW. Exactly.

Representative OVERSTREET. Do you contemplate any changes at all of administration of the existing statute except that five men shall pass upon it rather than one man?

Mr. GLASGOW. Yes, sir.

Representative OVERSTREET. What are those changes?

Mr. GLASGOW. One is a permanent commission.

Representative OVERSTREET. Would it be any more permanent than the present method of the appointment of the Third Assistant?

Mr. GLASGOW. Well, I do not know about that.

Representative OVERSTREET. You contemplate that appointment by the President, do you not?

Mr. GLASGOW. Yes; but for a period of time sufficient to make it permanent. I want you to understand now that there is no criticism on my part of the Third Assistant Postmaster-General. I had just as soon have him as a commission if he could do the work alone, if he was surrounded by nobody interfering with him.

Representative OVERSTREET. I am trying to develop from you how far your recommendation was intended, in presenting it; whether it was intended to include any additional authority than that which is now exercised by the Third Assistant?

Mr. GLASGOW. No; no additional authority than that which should, under the present statute, be exercised by the Third Assistant.

Representative OVERSTREET. You did recommend, and I understand the nature of your recommendation, that Senators and Representatives be relieved from representing constituents?

Mr. GLASGOW. Yes, sir; and I think you will concur with me in that.

Representative OVERSTREET. Would you think it wise to include attorneys for applicants for entry?

Mr. GLASGOW. That would be a matter subject to discretion, a matter I would not care anything about.

Representative OVERSTREET. I am trying to develop what you meant by your recommendation.

Mr. GLASGOW. I will tell you perfectly frankly that I do not see that there is any advantage in excluding counsel from appearing before them if they want to—not that I care one way or the other.

Representative OVERSTREET. Neither do I.

Mr. GLASGOW. Because they stand on an entirely different basis. If I go to the Post-Office Department it is a very different proposition from a man of very great influence going there. He may feel that it is necessary for him—you will understand the difference. I do not mean to criticise it. It is a system that has grown up, a system the abolition of which I think would act to the mutual relief of the Congress and of the Department. I have no strained views on that subject.

Representative OVERSTREET. Would you let the application for entry of second-class matter of mail rest upon the present practice in the Patent Office?

Mr. GLASGOW. I am not very familiar with that. I never had a patent case, and I do not know anything about it. My only experience in that respect has been limited to the investment in patents which have never turned out. But I want to say just one word, Mr. Chairman. My suggestion is that this Commission be charged with the administration of this law just as the Department is now charged with it.

Representative OVERSTREET. That is what I wanted.

Mr. GLASGOW. Yes, sir; exactly. I make that suggestion, and the association makes that suggestion, not in criticism of the Department, as they perfectly understand, or in criticism of what they have been doing. I know, and we all know, what a job they have had; but it is in the hope that they would be able, under the conditions I have suggested, to work out a solution of this question, which would be better for everybody than the enactment of new law.

Representative MOON. Did I understand you to say you did not favor the exercise by the Commission of the present arbitrary power of the Postmaster-General?

Mr. GLASGOW. I do not understand you.

Representative MOON. Do you favor the exercise by the Commission of the same power that now belongs to the Postmaster-General?

Mr. GLASGOW. Exactly.

Representative MOON. The right to arbitrarily reject publications?

Mr. GLASGOW. The construction of the statute.

Representative MOON. I understood you to say—I may have been mistaken about it—that you want the commission to have the power that the Postmaster-General has now, but to have the law so amended as to give the right of appeal from the commission, or the right of review by writ of error, or some other process, by the Federal courts?

Mr. GLASGOW. Yes.

Representative MOON. For that reason you would be obliged to amend this act so as to take away the power of the Postmaster-Gen-

eral, or the Third Assistant Postmaster-General, under the decision just read by the gentleman behind you?

Mr. GLASGOW. Yes; but I do not think he now has the arbitrary power to sit down and say that they shall not. I think any want of proper discretion in the exercise of his power here would be subject to control by the courts.

The CHAIRMAN. Mr. Glasgow, does this conclude the presentation on the part of the Periodical Publishers' Association, or are there others who desire to be heard?

Mr. GLASGOW. Doctor Shaw was to be here, and Mr. Noble.

Mr. NOBLE. I represent some of the periodical publishers.

The CHAIRMAN. You may proceed now, Mr. Noble.

Mr. NOBLE. Yes, sir.

**STATEMENT OF HERBERT NOBLE, REPRESENTING THE PERIODICAL PUBLISHERS' ASSOCIATION.**

The CHAIRMAN. Will you state your full name, Mr. Noble, so that the stenographer may have it?

Mr. NOBLE. Herbert Noble; 52 William street, New York.

The CHAIRMAN. What publication do you represent?

Mr. NOBLE. I represent a number of publications, but the one I appear for to-day is Everybody's Magazine. There are a number of other publications that I represent. I can give a list of them to the stenographer.

The CHAIRMAN. Are you a publisher yourself, or are you here as an attorney?

Mr. NOBLE. I am a lawyer, sir. I am here as an attorney.

I have addressed my labors to be prepared to answer a number of questions which were asked me when I appeared in New York by Senator Carter, Mr. Overstreet, and Mr. Moon. There were three questions: First, as to the present cost of carrying; second, the present cost of handling, and, third, what it should cost to carry the mails.

Mr. Madden made the statement in his address before the Commission in New York that if we were to exclude from the mails three-fourths of the present second-class matter we would save \$30,000,000. On page 41 of what I have in my hand here, which was printed by the Government Printing Office, entitled "The case of the Post-Office Department against the Existing Statutes in Relation to the Second Class of Mail Matter," he says:

It is sometimes alleged that if a portion of the matter now carried at a cent a pound and free were excluded from the second-class privilege it would not be carried at all, the third-class rate being prohibitive. The following table shows what the saving to the Government would be if one-third, one-half, and three-fourths were not carried at all, the cost of handling a pound of mail being estimated at 7 cents.

He then goes on to show various items, and he winds up by saying:

Loss in handling matter mailed at the pound rate, \$27,839,913.90.

And he says if that were excluded the Government would save \$27,000,000.

I first propose to show that that is utterly erroneous, and for that purpose I have taken the first three States in the adjustment of 1905, and have shown exactly how many pounds of mail were carried per day, the number of miles it was carried on each route, and the amount

of money paid. I have gone through that and have excluded three-fourths of the second-class mail matter.

I may remark, before I commence to examine that table, that three-fourths of the second-class mail matter is 497,000,000 pounds, so that I have roughly assumed that that was 50 per cent of all the mail matter carried, it being stated that in the year 1905 1,000,000,000 pounds of mail matter were carried. So in the Table A at the end of my brief I have taken up, as I say, the first three States to show what would be the effect of excluding one-half of the mails. The present amount of money paid is \$632,000 for carrying the mails in those States. If half the mail were excluded, you will understand that the rate would in many cases be increased, because the rate at which the mails are paid for increases as the amount decreases.

I have the exact table elsewhere in my brief. It is hardly necessary to go over it here, because you are familiar with that fact.

If half the mail were excluded, the amount paid, instead of being \$632,000, would be \$458,000, or a difference of \$174,000. In other words, you would make the saving in those States, by excluding one-half the mails carried, of 27 per cent.

Representative GARDNER. On what items is that?

Mr. NOBLE. All classes of mail.

Representative GARDNER. On what items of expense?

Mr. NOBLE. On the question of carrying.

Representative GARDNER. Just railroad transportation?

Mr. NOBLE. Just the question of railroad transportation I am now talking about.

The CHAIRMAN. Do you think the railroads are paid too much?

Mr. NOBLE. I would not make a broad statement of that sort. I will say this: The railroads are paid a great deal more for carrying the mails than they get for carrying other matter of similar risk, and I have gone into that at some length somewhat later. I do not want to take your time, but if you will allow me to develop the matter somewhat systematically you will perhaps get my point of view better.

Last year for carrying all classes of mail the Government expended \$39,000,000, in round numbers. There were a billion pounds carried. That means an average, for all classes of mail throughout the United States, of 3.9 cents a pound. Now, in order to ascertain what it costs to carry mail I first thought I would analyze what the saving would be if one-half the mail were excluded, and then show, if I can, what the average haul is of all classes of mail.

If the saving is uniform throughout the United States, which is shown from taking the first three States in this adjustment, a saving of 27 per cent would be, roughly, less than \$11,000,000—27 per cent of the \$39,000,000. So that if you were to exclude from carrying now one-half of all the mail carried the gross saving to the Government could not exceed \$11,000,000.

But if that be treated as second-class mail matter, the Government now receives for carrying that 500,000,000 pounds \$5,000,000, so that the net saving on the question of carrying would be \$6,000,000, and not \$30,000,000, as the Third Assistant Postmaster-General pointed out. But that \$6,000,000 furnishes the best test for what the net cost to the Government is for carrying 500,000,000 pounds, and if you will divide the 500,000,000 into the \$11,000,000 gross cost, it will be just about 2 cents a pound. That is the average cost of carry-

ing 500,000,000 pounds, because if you exclude that from the mail and you only save a gross amount of \$11,000,000, that is what it costs you to carry it.

In order to ascertain how this would apply to the question which the Commission is addressing itself to, namely the question of second-class mail matter, I took the same three States and tried to find from them what the average haul for all mail was throughout the United States. In Schedule B the Commission will find that I have shown the number of mile-pounds. The way I got at that was to take each route and take the number of pounds carried on each route per day. If those two things, being multiplied together, be divided into the amount that is paid, you find out exactly how much is the average charge for carrying a pound of mail per day.

I have shown the average charge for carrying mail throughout the United States was 3.9 cents. Therefore you have three elements of your proportion, and if you know that the average cost throughout these three States was 2.4 cents, you may then see how far 1 cent would carry your mail and then find out how far 3.9 would carry your mail.

Now, to read that exactly to you and give you the exact problem, so that you will have my figures—I just want to show you my principle—I refer you to page 8 of my brief, at the top:

Accordingly, for the purpose of ascertaining the average haul upon publications mailed at the pound rate, we have tried to ascertain the average haul of all mail matter on the routes in the three States referred to in Schedule A. We have taken the same routes and prepared Schedule B for the purpose of showing the average cost of hauling a pound of mail per mile per year. By multiplying the length of each haul in each route by the average weight of mail carried over the entire route per day we get the number of mile-pounds per day. By adding all of these mile-pounds per day together we get the total number of mile-pounds per day for the three States. By taking the total amount paid for all the routes in those three States and dividing into that amount the total mile-pounds per day we get the amount which the Government pays for carrying a pound of mail a mile three hundred and sixty days, or, stated the other way, we get the cost of carrying a pound of mail 360 miles once. This cost is shown to be \$0.0249.

I have worked out the arithmetic of it, and I will submit it with my brief.

The CHAIRMAN. The whole brief will be inserted in the stenographer's notes?

Mr. NOBLE. Yes, sir; I will hand that in.

As I said a moment ago, having the other element of your proportion, the average cost, we find that the total average haul of all the mail throughout the United States is 568 miles.

I have the arithmetic of it here, if any of you care to go over it and correct my arithmetic. I have had it gone over by statisticians, and I am sure the arithmetic is correct. So that the average haul for all classes of mail, taking the three States I have referred to as an example, is 568 miles.

It hardly requires any argument before you to sustain the proposition that first-class mail is of absolutely national distribution, whereas second-class mail is much less. There are not a hundred magazines in the entire United States which have anything like a national circulation. So that if the total haul for all classes of mail is 568 miles, that for second-class mail is very much less.

In the Commission of 1898 there were various estimates found for the haul of second-class mail—one, 360 miles; another, 428 miles. So we have assumed, for the purpose of our calculations here, that since the haul of second-class mail matter is obviously less than 568 miles, 450 miles would perhaps be a fair figure.

As I said a moment ago, if we were to exclude 500,000,000 pounds of mail, it would show that the cost as to that 500,000,000 pounds excluded would be 2 cents; but that was for all kinds and for all classes of mail for the total distance of 568 miles. But second-class mail matter is 118 miles less than the average haul. Accordingly, the question is, How much does it cost to carry second-class mail matter a distance of 450 miles? And by a process of arithmetic which is set out in my brief I find it is 1.6 cents.

The Third Assistant Postmaster-General, when he said you would save \$30,000,000, did not mean to furnish a suggestion as to how much it cost to carry second-class mail matter now, but he has done so, and instead of saving \$30,000,000 by excluding that amount of mail, if it were excluded he would only save \$11,000,000 gross and \$6,000,000 net, the \$11,000,000 gross being the amount it now costs the Government to carry 500,000,000 pounds of mail of all classes throughout the United States.

I may say, before leaving that subject, that the Commission ought not to accept any other recommendation as to the amendment of this law or as to doing anything looking toward affecting the circulation of second-class mail matter without a similar analysis of the recommendation, for all those I have analyzed have proved to be mere generalizations without any conclusive basis for them or any sound basis for them at all.

Now, with reference to the cost of handling: I have tried to ascertain a suggestive figure as to that. Second-class mail matter last year was 90 per cent of what is known in post-office parlance as "fully made up." In order to be clear about that I have taken considerable trouble to get from practical post-office people definitions of "fully made up," "partly made up," and "mixed," and I have set them out in my brief.

Briefly speaking, "fully made up" means this: The publisher puts into the mail bags all of his publications and delivers them at the railway station. They are never touched in any way, shape, or form by the post-office officials until they get to the office of distribution.

"Partly made up" means that they are delivered at the post-office and there is some labor in getting them to the trains, but after that there is no labor about it until they are delivered at the office of destination.

"Mixed" is the only class of mail which has to be handled by the post-office officials. On page 5 of the report of the Postmaster-General there are set out all the items of cost which relate to the handling of second-class mail matter, and I have set those out in my brief on page 12. Those items divide themselves into three classes: Compensation to clerks in post-offices, city free delivery, and railway mail service. The three items I have referred to constitute \$53,000,000 out of a total cost of \$56,000,000, the cost of handling all the mail.

Senator CARTER. You exclude the rural free delivery from your calculation?

Mr. NOBLE. I only take such part of it as is involved in the question of handling in railway mail cars.

Representative OVERSTREET. You also exclude railway mail service pay.

Mr. NOBLE. Yes; because that rests on other considerations. In other words, I have tried to exclude everything which relates to classes of matter other than strictly second-class matter.

Now, as to compensation of clerks in post-offices and as to city free delivery and as to railway mail service: As to city free delivery, let me say, first, that no part of the collecting of second-class mail matter is performed by the carrier, and the item "city free delivery" covers the cost of collecting and the cost of distribution. Railway mail service could not at the outside apply to more than 25 per cent of the mail handled if all the second-class mail were handled by the railway mail clerks, because it only constitutes in offices 25 per cent of the total; but, as I have pointed out, 70 per cent of the mail is delivered to the post-office fully made up and 20 per cent partly made up, and constitutes no part of the labor of a railway mail clerk. So that only as to 10 per cent of second-class mail matter do the railway mail clerks have to perform any duties, and that is 10 per cent of the 25 per cent, or 2½ per cent.

Representative OVERSTREET. May I interrupt you to ask you a question?

Mr. NOBLE. Yes, sir.

Representative OVERSTREET. How do you get that mail out of the cars if the railway mail clerks do not touch it?

Mr. NOBLE. I will come to that in a moment. In most of the places of delivery it is taken out by the railroads, because it is taken out in storage cars; but I will answer your question in that way. That would be only 2½ per cent, but I made an allowance in my estimate of 5 per cent for that—simply an allowance.

Representative OVERSTREET. Does your estimate also include the element of screen wagon service?

Mr. NOBLE. No; that does not depend on the question of weight at all.

Representative OVERSTREET. I am talking about the cost of handling.

Mr. NOBLE. No; I do not include that.

So that for the question of railway mail service I show that there is only 10 per cent of the item of \$13,000,000 that ought to be applied.

By this same process I have taken up city free delivery. In the first instance I show that the cost of collecting the mail does not fall on the Government at all, and it is only as to the question of delivery of mail that the Government has to pay for it; but this Commission will remember that, as to second-class matter, Mr. Hubbard, of Chicago, stated that a very large part, as he put it, of second-class mail matter was delivered in bulk to the news agents, who send to the post-office for it themselves. Furthermore, the testimony was that second-class mail matter was never delivered upon the first rounds of the mail carriers, but only at their convenience. Then Mr. Hubbard also gave us some figures as to the cost of handling matter that was made up and matter that was not made up, showing that as to mixed matter it was ten times the amount of matter fully made up, so that I have arrived, by a process of calculation, the arithmetic of which is

all set out in my brief—I will not detain you with it here—that on the question of delivery we allow 5 per cent; of railway mail service, as I stated, we allow 10 per cent; and of compensation to clerks  $7\frac{1}{2}$  per cent, getting at it in each instance upon the basis of the number of pieces—in no instance ought it to be more than 25 per cent—and eliminating elements which did not go into a charge against second-class mail matter.

On the miscellaneous items we have simply averaged the percentages which we used for the other items of cost, and have charged  $7\frac{1}{2}$  per cent, which is the average against the miscellaneous items; so that we show a charge of only \$3,960,000 for handling second-class mail matter.

This is for an aggregate of 660,000,000 pounds, averaging the cost at a trifle less than three-fifths of a cent a pound; but this is upon the basis of a number of pieces being at the rate of 4 cents a pound. It has been shown before the Commission in its hearings in New York, and the Department is perfectly familiar with the fact, that the count of fifteen or sixteen years ago, which resulted in a charge being made on a basis of 4 pieces to the pound of second-class mail matter, was utterly erroneous from the mere fact that it was taken at a time in the month when periodical publications were not included at all; and we recommend to the Commission, if you should contemplate making any changes at all in the rate of postage based in any way upon the pieces which may be involved in a pound, that the Department, having, as it has, all the information before it at this moment as to the total weight of the magazines, the names of the magazines published, ascertain from an actual weighing of the magazines the average of each publication, and consequently the average of them all.

It is the confident belief of the publishers that it will not exceed two pieces to the pound. So that if it should be found to be two pieces to the pound three-fifths of a cent for handling would be cut in half, 3 cents.

Representative OVERSTREET. Taking that number on some 660,000,000 pounds, was that the total weight of the second-class mail for the year?

Mr. NOBLE. Yes, sir.

Representative OVERSTREET. Did that include the free matter in the counties of publication?

Mr. NOBLE. Yes, sir.

Representative OVERSTREET. You did not make the calculation upon simply that proportion of second-class mail which pays postage?

Mr. NOBLE. Yes.

Representative OVERSTREET. I say you did not?

Mr. NOBLE. No; I did not. I took the total amount. The amount that pays postage would be approximately 619,000,000, but I included the total amount.

Representative OVERSTREET. If you take the smaller figure, it would make the per cent a little higher.

Mr. NOBLE. But if you take the smaller figure you also do not include the cost of handling the total amount.

Representative OVERSTREET. But it would make it a little higher?

Mr. NOBLE. It would make it a little higher, yes; but I debated in my mind whether I should not take the smaller figure. I thought, however, that would not include the total number of pieces.



Representative OVERSTREET. In making your calculation as to the average cost of hauling did you include the total weight or just the weight of the matter which was paid for?

Mr. NOBLE. I took the total weight.

Representative OVERSTREET. In both instances?

Mr. NOBLE. The total weight in both instances; yes, sir.

I think, from what I have said, it becomes perfectly clear that the cost of handling second-class mail matter can not be more than 1.6 cents a pound. I have not attempted to take out the items of city service, frequency of service, frequency of dispatch, transportation of clerks, and so on, which are items chargeable against first-class matter; but by pursuing the plan I have followed I have shown that the average cost as to 500,000,000 pounds of matter does not exceed 1.6 cents per pound.

Representative OVERSTREET. Is that exclusive of the haul?

Mr. NOBLE. That is the haul.

Representative OVERSTREET. That is the haul?

Mr. NOBLE. That is the haul, on the basis of 450 miles for second-class matter.

Representative OVERSTREET. You spoke of that much for handling.

Mr. NOBLE. I meant to say haul. I meant carrying. As to handling, I think I have shown, by taking these three States as a fair sample, that it does not cost in excess of three-fifths of a cent a pound.

Now, it is not a difficult matter, and it would simply require a little time, which could be done by this Commission through its very able counsel, to compile for all the States of the Union on exactly the plan I have done here the figures so that you would have an absolute figure as to the haul and an absolute figure as to the cost, and you could find out by the process I have indicated here, which is fair, what the average haul is for second-class mail matter, and make a charge accordingly.

My reason for dealing at such length upon the question of showing, for any future legislation, what the actual haul for second-class matter is, is that if you will take any given set of routes you will find this. I have tried to take them at random. I could not get them for the States as to which I compared the other matter. They were not available to me, so I took the report of the Postmaster-General and other documents and have ascertained the freight rates, the express rates, and the amount of mail paid in a great many different routes. I have set them all out in my brief, and I took at random from those Buffalo, Chicago, Omaha, and Pittsburg. To Buffalo from New York is 450 miles, Chicago 970, Omaha 1,467, and Pittsburg 444. I have put down here the first-class freight rate in less than carload lots, the express rate, and the amount now paid for those routes for carrying the mail. In that way I get outside of the zone question. There is no matter of zones in this at all.

The freight rate to Buffalo is 1.7 cents. This is on the basis of the rate per ton per mile. The express rate is 5.6 cents. The amount paid for the mail is 6.7 cents.

To Chicago the freight rate is 1.5 cents, the express rate 5.1 cents, the mail rate 5.9 cents.

To Omaha the freight rate is 1.1 cents, the express rate is 6 cents, the mail rate is 6.1 cents.

To Pittsburg the freight rate is 2 cents, the express rate 6.7 cents, the mail rate is 7 cents.

Throughout the United States the express rate is less than the mail rate, with the sole exception of between New York and Boston. I think I am right in that statement.

Representative OVERSTREET. Is the freight rate between New York and Omaha less than the freight rate between New York and Pittsburg?

Mr. NOBLE. Yes, sir; at the rate per ton per mile. This is worked through on the basis of the rate per ton per mile.

Representative OVERSTREET. That is what I mean. The per ton rate per mile is cheaper from New York to Omaha than from New York to Pittsburg?

Mr. NOBLE. It is. That is a question of opposition, of course.

Averaging those rates through, so as to see if we could not get the same sort of average—I do not mean these figures are conclusive, but I do mean they are suggestive—the freight rate on such routes as these I have selected would be 1.6 cents per ton per mile. That part of the express rate which railroad companies receive for the services which the railroad companies render to the express companies is 2.9 cents per mile, and the mail rate is 6.6 cents per mile.

The CHAIRMAN. Mr. Noble, how does the speed of transmission by express and by mail compare? Is the express pretty nearly as quick?

Mr. NOBLE. I understand they are identical. I understand, with the exception of trains that are made up wholly of express cars, second-class mail matter carried in storage cars and express cars is carried in the same train. I do not mean by that to imply that there is any difference when mail matter is carried in full trains of storage cars. I understand from inquiry from the railroads that they are treated exactly the same in point of speed.

The CHAIRMAN. Of course the freight is very much slower.

Mr. NOBLE. Of course it depends upon the class of freight.

The CHAIRMAN. First class.

Mr. NOBLE. Mine is for first-class freight.

The CHAIRMAN. That would be considerably slower than express?

Mr. NOBLE. It is somewhat slower, but not materially slower, because this rate applies to live stock and things of that character, and the difference is not very material.

On this basis I have gone through and made some calculations, and I show that on such routes as these at the present time the Government is paying for carrying the mail 450 miles \$30.14 a ton, or 1½ cents a pound. Now, if this same ton of mail were carried on the same routes, the same distance, at the same price the railroad companies now receive from the express companies for the services they render them, the Government would pay \$13.25 per ton, or less than 7 mills a pound, whereas it now pays 6 cents per ton per mile. If the same ton of mail were carried as first-class freight in less than carload lots, the Government would pay \$7.36 per ton, or less than 4 mills per pound.

In other words, if the same service which is now given to the Government in the carrying of mails second class and mail were given to it upon commercial rates for mail carried in storage cars, the Government would on such routes—and I think this rate will pre-

vail on all main routes throughout the country, as far as my observation goes—make \$7 a ton on every ton of second-class mail matter mailed, as far as the carrying is concerned.

The CHAIRMAN. What do you mean when you say the Government would make \$7?

Mr. NOBLE. When I say "make," I mean it would receive, of course, \$20 on the basis of a cent a pound, and it would only pay out \$13 and a fraction. It would of course have the difference, \$7, which would be applicable to general charges for handling, and so forth.

The CHAIRMAN. Is there any element of safety or speed which makes the transportation of the mails superior to what it would be if treated commercially by express?

Mr. NOBLE. Second-class mail matter?

The CHAIRMAN. Yes.

Mr. NOBLE. I should not think so at all, sir, because exactly the same reasons are involved. The railroad company is responsible in the case of destruction of express matter, to restore it if it is done through its fault, or to pay for it.

The CHAIRMAN. According to your view there is no justification for that increased compensation to the railroads.

Mr. NOBLE. No, sir; I do not think so. In other words, I think the amount which is paid to the railroad companies ought to be classified. The amount they receive for carrying first-class mail perhaps is not excessive, or probably is not excessive, because they have to provide very quick trains. They have to carry mails on all their fastest trains. They have to provide space for separation, side service, and all those elements of cost which have been very carefully examined by the Loud Commission, and I understand their conclusion was, and it has received the approval of several Postmasters-General, that as to first-class mail they are probably not paid an excessive amount.

Representative OVERSTREET. The situation being that if the Postmaster-General were given authority and a proper appropriation to contract with railroad and express companies for second-class mail, would not the present commercial conditions be changed?

Mr. NOBLE. I think so, yes; and I think you would save more money than the deficiency amounts to.

Representative OVERSTREET. And in your judgment there would be no criticism on the part of publishers in having second-class matter handled by express companies and first-class freight?

Mr. NOBLE. I did not quite catch your question.

Representative OVERSTREET. My idea was not to turn over the carrying of the second-class matter to the express companies, except through the direction of the Postmaster-General.

Mr. NOBLE. Just let the Government do it—give the Postmaster-General authority to make contracts?

Representative OVERSTREET. That is what I asked you. What I inquired of you was whether in your judgment there would be any objection on the part of publishers in granting to the Postmaster-General the authority to contract directly, under commercial conditions and at regular commercial rates, with railroad companies for first-class freight treatment and with express companies in handling second-class mail matter.

Mr. NOBLE. I think there would be no objection at all to doing exactly as you have suggested; but I want to make this line of demarcation: On the publications which require time limits they would unquestionably want the same service that is now given to the express companies.

Representative OVERSTREET. Who would be in charge of that?

Mr. NOBLE. The Department would either have to decide it itself upon the questions that were presented to it at the time—some slight difference in rate might be made—or let them all be carried by express rates. There would certainly be objection if they were all carried as freight, because of the fear of the lack of timeliness.

Representative OVERSTREET. I understood you to say that first-class freight, so far as speed was concerned, was practically the same as the express?

Mr. NOBLE. That is true, and that is my understanding; and upon that assumption I think the objection would be minimized.

The CHAIRMAN. What would be the total saving to the Government in the transportation of mails if express rates prevailed?

Mr. NOBLE. I do not know, sir. I have not had time to attempt to work that out; but I believe, Senator Penrose, that it can be worked out from the data which the Department has. I have taken these sample routes, which seem to me to be fair for main-line routes—Buffalo, Chicago, Omaha, and Pittsburg.

The CHAIRMAN. From your general examination of the subject could you approximate it? Have you any thought on that subject as to the saving?

Mr. NOBLE. Seven dollars a ton, if it cost \$13 a ton to carry second-class mail matter, and that is all it does cost on these routes.

Representative OVERSTREET. You understand, Mr. Noble, that under the existing law affecting railway mail pay the rate of pay increases as the weight decreases?

Mr. NOBLE. That of course would not apply to main-line routes, Mr. Overstreet, because there is too much of a bulk carried. It would apply to side routes, of course.

Representative OVERSTREET. If any considerable proportion of the second-class mail matter were taken from the mail and, under proper authority, contracts were made for its carriage by express or fast freight, that mail remaining would be less in weight and therefore demand a higher rate?

Mr. NOBLE. I meant to avoid that in my reply to your suggestion. I meant to have it carried as mail still.

Representative OVERSTREET. Still weighed?

Mr. NOBLE. Still weighed and carried as mail, but give the Postmaster-General authority to make contracts as to second-class mail matter, especially that carried in storage cars, at commercial rates.

Representative OVERSTREET. Do you believe that would be operative to require the transportation lines to accept the total weight in determining their rate upon that proportion of the total weight which would be really carried by fast mail?

Mr. NOBLE. To answer your question somewhat specifically, I understand from my investigation that if you were to do exactly what you have said as to main-line routes it would not make operative higher rates of pay.

Representative OVERSTREET. I am speaking of the entire service.

Mr. NOBLE. Yes.

Representative OVERSTREET. If your proposition should be carried out, and any considerable proportion of the mail should be carried by first-class freight and by express, that necessarily would reduce the total weight, which would result in higher rates?

Mr. NOBLE. Yes, sir.

Representative OVERSTREET. Have you made any calculation as to what additional cost there would be to the Government upon that proportion of the mail which would still be carried under existing methods?

Mr. NOBLE. So far as my investigation has gone, I have considered your question very seriously. I believe it is true that the highest rate is now paid on all side service, taking an average. That is a general statement, and I hate to make general statements.

Representative OVERSTREET. I fear that would not be substantiated by the facts. What do you mean by side service?

Mr. NOBLE. When I say side service, I mean outside of main-line routes, such as those I have selected here. For example, take the conditions in the States of Maine, New Hampshire, and Vermont, those States which I have gone through here. Of course there are main-line routes there, but there are all sorts of hauls, such as 16 miles, 29 miles, 63 miles, 33 miles, 91 miles, 135 miles, 165 miles, 52 miles, 13 miles, 88 miles, 15 miles, and so on.

Representative OVERSTREET. Is it your contention that upon all of those you have enumerated the highest rate is now paid?

Mr. NOBLE. The highest average rate is now paid.

Representative OVERSTREET. That is to say, on those short routes the minimum weight is carried?

Mr. NOBLE. Yes. For example, I will just read opposite those. The one of 16 miles the average is 117 pounds; on the one of 29 miles, 103 pounds; the one of 13 miles, 66 pounds.

Representative OVERSTREET. At all events it is under the 200 price?

Mr. NOBLE. Yes, sir. I do not think you can get an absolute answer to that question unless you follow the suggestion I made and tabulate the whole country. I do believe, from the tabulations I show here, that on the main-line routes the exclusion of second-class mail matter and its carrying at the express rates would not increase the main-line rates of pay, and that at the present time what I have described as side lines, such as I have illustrated here by reading from, would not have their pay increased.

Now, there is one other question that I call to your attention, and then I will not keep you longer. That is upon the question of any substantial increase in the rate, and the impropriety and unfairness to the publishers of such an increase.

The Third Assistant Postmaster-General suggested that in order to get rid of his difficulties we charge the publishers 4 cents a pound, wiping out all distinction between the other classes, so as to avoid difficulties of classification. Now, that would work a very great hardship. In the first place, as I have shown, instead of its saving \$30,000,000, it would only save \$6,000,000. If three-fourths of the second-class mail matter were excluded, that is all the saving there

would be to the Government. There would not be a saving of \$30,000,000, but only of \$6,000,000.

Mr. GARDNER, of New Jersey. Would not that result in a decrease in the number of employees, a decrease in the number of postal cars, and a general decrease in the service? In other words, you are simply taking off the freight charges from that mail, are you not?

Mr. NOBLE. No, sir; I am taking off every penny that the United States Government paid for carrying that mail.

Mr. GARDNER, of New Jersey. We are paying \$40,000,000 now for transportation.

Mr. NOBLE. \$39,000,000.

Mr. GARDNER, of New Jersey. And if we eliminated half of that mail—

Mr. NOBLE. You would then have \$29,000,000 for carrying the mail.

Mr. GARDNER, of New Jersey. If we eliminated one-half of it?

Mr. NOBLE. Yes.

Mr. GARDNER, of New Jersey. That assumes that the same number of postal cars would run.

Mr. NOBLE. It assumes that the service would be exactly the same as it is now.

Mr. GARDNER, of New Jersey. It assumes no diminution of service from diminution of mail.

Mr. NOBLE. No, sir; it does not.

Mr. GARDNER, of New Jersey. If that is a fact you can not have any more increases in the service on the ground of increased mail.

Mr. NOBLE. No; but you must understand that all these clerks and all this railway-mail-car service is not required for second-class mail matter. That is required for first class and other classes.

Mr. GARDNER, of New Jersey. They are carried in it.

Mr. NOBLE. Second-class mail matter only requires this service to a limited extent. Ninety per cent of the second-class mail is fully made up, according to the Postmaster-General's report.

The SECRETARY. Where do you get the figure 90 per cent? Do you mean 90 per cent handled in the post-offices or 90 per cent worked over the wheels?

Mr. NOBLE. Ninety per cent of it is not handled in the post-offices.

The SECRETARY. The postmaster at New York put it at 67 per cent.

Mr. NOBLE. The Postmaster-General's report says 90 per cent.

Mr. GARDNER, of New Jersey. Suppose that to be true. That does not eliminate the necessity of the crew in the car. The whole carload is not going to Chicago nor to Springfield nor to Cincinnati. The mail has got to be delivered at the point of its destination, and it is not all for one destination. The car can not be taken somewhere and run on to a switch and left there. But all I wanted to get at is that your calculation that although one-half of the volume of mail was eliminated it makes no difference to the postal affairs of the country.

Mr. NOBLE. I do not mean that assertion as positively as you put it. I mean it relatively. I do not mean to say that there could not here and there be a man laid off. I do not pretend to say that, and I have no knowledge to base it on, but Professor Adams worked on that question for several years for the Government and concluded that if the pound miles were reduced from 269,000,000 to 150,000,000 it

would not make a cent's difference in the charge to the Government. That was the result of his efforts covering a period of several years, and in my brief I have quoted what he has to say. Now, whether that is absolutely correct or not I will not say, but that is relatively correct.

Mr. OVERSTREET. You mean to say that the machinery must be maintained for the rest of the mail?

Mr. NOBLE. For the rest of the service. I do not mean that that is absolutely fair, but I mean that if by excluding half the mail (I do not say second-class mail, but I say half the total mail) you only save approximately a gross of \$11,000,000, and on the basis that I have followed out, of going through these three States and actually taking up dollar by dollar and route by route, that is all it shows it would save, I mean to say that under those circumstances you have a percentage that you can go on. It shows 27 per cent saving, and that is approximately correct. Of course I do not refer to the question of handling. I have already said in reply to Mr. Gardner's question that I am not dealing with the question of handling at all. When I say the saving is \$11,000,000, I do not know what the saving would be on handling. I do not know whether there would be any or not; but I have shown in another point in my brief that the handling of the mail only bears a very small proportion—the handling of second-class mail only bears a very small proportion to the cost for handling all the mail. Now it might be that that proportion of the cost of handling would, of course, be saved.

Mr. GARDNER, of New Jersey. Are not your deductions on the same basis that some gentlemen figure that the second half of the passenger traffic on the railroads costs the company practically nothing, because they have the road and the depots and the running force?

Mr. NOBLE. No, sir; that is not my proposition at all. My proposition is that as to the second half, take the total fares they pay, and you know how much you get for carrying those passengers. If you take away that number of passengers you simply get a smaller amount of money, and as much smaller as the amount of money that those passengers paid, and the cost of maintaining the service is comparatively the same. But that does not mean that there is not a proper portion disbursement to be distributed over the whole. I do not mean to say that there is not a proper burden as to the second 500,000 pounds of mail. Of course there is a further burden there. I am not making any such proposition as that.

Mr. GARDNER, of New Jersey. I thought you were.

Mr. NOBLE. Not at all. I merely mean to say that if you take it out that is all the money you save, if you maintain the service as it now goes. There may be other saving in the cost of the service on the question of handling that I do not pretend now to calculate.

Now, upon this question of a rate which would exclude some portion of the second-class mail matter I have something to say. What has been said here shows very fully some of the things that are derived from the spreading of second-class mail matter. If any rate be recommended by this Commission, any increase on the present rate, I want to point out to you that you can not recommend a horizontal increase. That is to say, you can not say 1 cent and make it 2 cents without doing a great injustice. Let me illustrate. Take

Munsey's Magazine, which weighs  $15\frac{1}{2}$  ounces, with a circulation of 647,000; McClure's Magazine, which weighs  $16\frac{1}{2}$  ounces, having a circulation of 375,000; the Argosy, circulation 413,000, weighing 10 ounces; the All-Story Magazine, circulation 261,000, weighing  $10\frac{1}{2}$  ounces; the Popular Magazine, circulation 265,000, weighing  $10\frac{1}{2}$  ounces; the Cosmopolitan Magazine, circulation 400,000, weighing 14 ounces; the Strand, 253,000 circulation, weighing  $10\frac{1}{2}$  ounces. Now, if you recommend a horizontal increase of, say, 2 cents or 4 cents, you find that the yearly total rate of Munsey's Magazine is 7,500,000 pounds. If you multiply that four times, you get the number of cents increase that you make over the present rate, whereas if you take magazines that weigh 50 to the pound and recommend that the rate be increased to 4 cents you have only got an increase of a small fraction of a cent as to each copy, whereas in the case of Munsey's Magazine you add 4 cents to each copy, which is absolutely prohibitive. So that you can not get at a horizontal increase without doing grave injustice.

Representative OVERSTREET. Does not that argue that there ought to be a modification of the present law so as to charge less than a cent a pound to some?

Mr. NOBLE. I do not know that I am prepared to discuss that question, Mr. Overstreet, but the logic of it would; yes.

Representative OVERSTREET. The logic of it would make that result?

Mr. NOBLE. Yes; unquestionably. Now, the cost of handling ought not to be confused here with the fact that the second-class mail matter weighs so much. The cost of carrying is the only question that is concerned as to the weight. The cost of handling depends almost absolutely upon the number of pieces handled. And, as I said, it only cost \$39,000,000 last year to carry all the mail, whereas it costs \$56,000,000 to handle all the mails. Now, for a pound that contains 165 postal cards, while I would not say that it costs 165 times as much to handle that pound, it certainly costs a very material amount more to handle that pound than it does to handle one copy of Munsey's Magazine, which weighs a pound.

In response to your questions I have anticipated some points which I intended to discuss. On pages 18, 19, 20, and 21 of my brief I have taken 20 or 30 routes and have compared the fast-freight rate in less than carload lots. And by that I mean I have classed the first-class rate, the express rate, and the mail rate, and in every one of those instances that we have worked out there about the same relative difference would be found which I have pointed out in the sample routes which I took.

Not only would a horizontal increase of that sort be unfair to the magazines, but such an increase as that suggested by the Third Assistant Postmaster-General would, as he suggested and as he intended it should do, exclude them from the mail, and as he contemplated what the saving to the Government would be if they were excluded from the mails, undoubtedly that was the intention. Now, this Commission should understand that of the periodicals which are circulated in this country 50 per cent are sent out upon circulation—that is, to subscribers—and the other 50 per cent are distributed through the news agencies.



If you exclude those publications from the mails, you first of all utterly ruin the business of the publisher, because you will observe that at one fell stroke half his business is wiped out, and it depends solely upon whether or not the man who has been accustomed to buy that magazine will go to a neighboring news stand and get it or whether he will let it go; so that of the 50 per cent loss in his business that you put upon him at the first blow he may recover back something, but for the time being that will be utterly gone.

In handling those subscribers a large amount of money is put into the Treasury of the Government for first-class postage. I have been supplied the figures by one or two publications on that question. One magazine, one concern, in the first six months of this year spent \$58,000 in soliciting new subscriptions. It has about 500,000 subscribers, mail subscriptions. Now, to a part of those solicitations they received replies; how many we have not tabulated, but they have expended in soliciting subscriptions \$58,000.

The CHAIRMAN. In postage stamps?

Mr. NOBLE. In postage stamps. Now, every year pretty nearly every subscriber is written to, using the first-class mail, in almost every publication. Scarcely any subscriber during the year fails to send his remittance by check, using first-class postage; and as to the advertisements which appear in the magazines, all sorts of inquiries are addressed to the publishers as to whether they are good, bad, or indifferent. These are generalizations. I can not give you exact figures, but I do tell you that in six months one publication, having about 500,000 subscribers, spent \$58,000 in soliciting new subscriptions.

Another combination of four magazines at the present time are engaged in a club offer. They offer to send their magazines out, and if they get so many subscriptions a book will go with it, a proposition familiar to all of you. They have spent \$100,000 in first-class mail on that enterprise. And there are 43,000 publications in this country.

One of your post-office inspectors inspected 40 routes newly established, and he found and reported to the Department that 50 per cent of the first-class mail was due to the distribution of periodicals and magazines which the people read and consequently wrote about.

There are expended in the United States \$35,000,000 a year for advertising. If you exclude second-class mail matter from the mails, so that the subscribers do not get their publications in the usual way, that industry will be seriously injured, and from the advertisements which appear in magazines, further than the ones I have mentioned, you must realize that the first and the third and the fourth class receive large revenues. Take, for example, Uneeda biscuit—I do not know whether that is a good illustration or not; I am not enough of a publisher—that is made in one place. If that advertisement is published in a magazine the way you get the Uneeda biscuit is by writing to the place where that is manufactured. That is merely an illustration of a thousand and one things. I can not think of many good illustrations at this moment, but all these articles which have a copyrighted name are generally manufactured at one place and distributed from that place by mail orders all over the United States, supplying an enormous revenue to the Government.

And, finally, I want to call your attention to one advertisement, the figures as to which we have, an advertisement printed in the Ladies Home Journal, McClure's, the Youth's Companion, the Christian Herald, the Ladies' World, the Woman's Magazine, the Woman's Home Companion, the Modern Priscilla, and the Delineator. This advertisement brought 812,000 individual answers. That is the actual count; 812,000 actual answers, resulting in a revenue to the Government of \$24,000.

Now, referring to the item of amounts spent in advertising, I will just read one short paragraph which states what I meant to say about that:

But the effect on business of curtailing the distribution of magazines would be immediate and serious. The International Advertising Association estimates that the money expended for advertising in magazines is in excess of \$35,000,000 per year. This advertising exerts a great influence upon business generally, resulting in a large amount of transportation by the railroads and express companies and in an enormous revenue to the post-office in first-class matter. Practically all the goods advertised in magazines are trade-marked products which are manufactured at one particular point. All the orders for them are sent direct to one particular point, and all the shipments of such goods are made from that point, and this is true whether the sales be brought about by orders by mail or through the salesrooms of the merchants in the various cities of the United States.

And I want to illustrate that by the case of a postmaster out in New York State who has a little post-office and is paid on the basis of receipts. He used to get \$200 a year. He has established the system of having letters sent to him in connection with one of these projects, and he now has an income of \$2,000 a year. That simply illustrates the fact that by locating one of these enterprises in a small town the revenue to the Government is so enormously increased.

So that the recommendation which it seems to me is sound is that if the Government wants to make any changes at all in the law (and I do not pretend to say that the changes should be made) as to the second-class mail matter carried in carload lots or in storage cars and on main-line routes the Postmaster-General should be authorized to make a contract upon a commercial basis, that the saving in that regard would be enormous, and that before it is contemplated to make any change in the rate, if this Commission should decide that any change were necessary, the Department should advise itself fully of how many pieces there are to the pound, because otherwise no fair rate could be worked out to the publishers of magazines which weigh only a few ounces and those which weigh a great many ounces.

Representative OVERSTREET. What was the result of your calculation as to the average cost of both handling and carrying a pound of second-class mail? You gave them separately.

Mr. NOBLE. It would be 1 cent and 6 mills plus six-tenths of a cent.

Representative OVERSTREET. 2.2 cents is what I calculate.

Mr. NOBLE. That is right.

Following is the brief submitted by Mr. Noble:

In the matter of the United States Postal Commission, Washington, D. C.

Joint Commission of Congress on Second-Class Mail Matter.

[Boles Penrose, Pennsylvania, chairman; Jesse Overstreet, Indiana, vice-chairman; Thomas H. Carter, Montana; Alexander S. Clay, Georgia; John J. Gardner, New Jersey; John A. Moon, Tennessee; Henry H. Glassie, District of Columbia, secretary.]

*Memorandum relative to the inquiry regarding second-class mail matter by the Penrose-Overstreet Postal Commission, appointed under the act of Congress approved June 20, 1906.*

This Commission was constituted to make inquiry regarding second-class mail matter, to "investigate, consider, and report, by bill or otherwise, to Congress its findings and recommendations regarding the second class of mail matter."

Mr. Henry H. Glassie, secretary of the Commission, has announced:

"The report of the Postmaster-General for the fiscal year ended June 30, 1905, shows that the cost of maintaining the entire postal service for that year was approximately \$167,000,000, and that the revenue from all sources was approximately \$153,000,000. *Of all the mail matter handled for the public during that year by this costly service, second-class matter constituted approximately two-thirds, while it yielded, on the other hand, but \$6,186,647.54, or about one twenty-fourth of the revenue derived from postage.* Not only has the postal revenue suffered by reason of the undue expansion of this class of matter as compared with other classes, but in dealing with the matter itself the postal service is hampered at every step by difficulties and perplexities of administration. The rates governing second-class matter are both numerous and involved, and the application of them seems to require a constant inquiry into matters for which an administrative office is not properly equipped. The system as a whole has been repeatedly condemned by Postmaster-General as lacking in simplicity and uniformity and as being confusing to the publishing world as well as to the officials of the service.

"Having these facts in mind, the Commission deems it advisable to direct its inquiries especially along the following lines:

"1. Whether the revenue from the second class of mail matter should not be made commensurate with the actual cost of the service rendered in handling it, and whether its classification should not accordingly be grounded upon practical rather than ideal distinctions?

"2. In case second-class matter is not put upon a cost-paying basis, what limitation should be placed upon the matter which may properly be embraced in that class?

"3. By what amendments of existing law may the changes which appear to be advisable to be most effectually brought about?"

What we have italicized above is, in effect, a restatement of a paragraph in the report of the Postmaster-General for 1905 (p.75), as follows:

"According to estimates heretofore made and published, matter of the second class approximates in weight two-thirds of the bulk of all mail matter, yet produces only about 4 per cent of the postage revenue."

The scope of the inquiry was announced to be whether that class of matter should not pay a revenue commensurate with the cost of handling it, it being assumed, apparently, that the cost of handling it was greatly in excess of the revenue derived therefrom, inasmuch as its bulk was proportionately much greater than the revenue derived therefrom.

The Third Assistant Postmaster-General in his address to this Commission (p. 27) quoted the cost of transporting second-class matter as \$17,277,783 in excess of receipts. He personally asserted that if three-fourths of second-class mail matter were excluded from the mails the Government would save \$30,000,000.

I propose to show that the Government does not pay out \$17,277,783 in excess of receipts for transportation of second-class mail matter, because the transportation of all second-class mail matter does not cost \$17,000,000.

And, as to the assertion of the Third Assistant Postmaster-General, I propose to show that it only costs \$11,000,000 to transport the mail that he would exclude and, consequently, that he could not save \$25,000,000 (at the rate of 5 cents a pound) in the transportation of this mail.

#### *I. Cost of carrying.*

The Third Assistant Postmaster-General stated that if a portion of the matter now carried at 1 cent per pound were excluded from the second-class privilege, it would not be carried at all because the third-class rate would be prohibitive. (We shall show elsewhere that the third-class rate would be prohibitive.) He then goes on to show "what the saving to the Government would be if one-third, one-half, and three-fourths were not carried at all, the cost of handling (by this is meant handling and carrying) a pound of mail being estimated at 7 cents (p. 138).

Three-fourths of the second-class mail matter is, he says, 497,000,000 pounds (p. 138); and he states that the loss to-day in handling (i. e., handling and carrying) this three-fourths of second-class mail matter, mailed at the pound rate, is \$30,000,000, which he says would be saved to the Government if this three-fourths were excluded; that is to say, he multiplies the number of pounds which would thus be excluded by 7 cents per pound, and says the result, less \$5,000,000 now received from second-class matter, would be saved to the Government. Taking the number of pounds which would thus be excluded roughly at 500,000,000 pounds, we find that that would be in round numbers 50 per cent of the total number of pounds of all mail carried in the year ended June 30, 1905.

We will now proceed to analyze this positive assertion made by Mr. Madden; an assertion wherein he states that if, roughly, 50 per cent of the mail matter were excluded from the mails, a reduction would be effected in the Government's transportation bill at the rate of 5 cents per pound for all matter excluded, the total reduction aggregating \$25,000,000.

In the year ended June 30, 1905, \$39,384,916.17 was paid to the railroads in this country for carrying the mail, amounting to about 1,000,000,000 pounds of mail matter (P. M. G.'s report, p. 5).

This item is the amount paid by the Government for the carrying of all mails (which are carried by weight) throughout the United States, by railways. Transportation by steamship is paid for by contract and is not regulated by weight.

Transportation on star routes is paid for by the number of trips and the distance covered and is not dependent on weight.

Railway post-office car service (\$5,000,000) is based upon the number and size of cars furnished, and the space required in these cars is almost entirely regulated by the amount of first-class mail matter.

Mail messenger service is paid for according to the distance covered and the number of trips, and not by the weight on the back of the mail messenger.

Transportation of the mails by screened or other wagon service, electric and cable car service, is paid for upon the same principle, and the payments would not be reduced by the elimination of three-fourths of the second-class mail matter.

The single item of transportation that would be affected by Mr. Madden's recommendation is the above payment made to the railroads, which, as stated, is the only item of transportation dependent in any sense upon weight.

Proceedings now to examine Mr. Madden's assertion in detail, reference is made to Table H, page 441, of the Postmaster-General's report, 1905, showing—

"The readjustment of the rates of pay per mile on railroad routes in the section in which the quadrennial term expired June 30, 1905, and also on certain unadjusted routes in other sections; the adjustment of the rates based upon returns of the weight of mails, the speed with which they are conveyed, the accommodations for mails and railway post-office clerks, and the number of trips per week, in accordance with the acts of March 3, 1873, July 12, 1876, and June 17, 1878."

We have taken the first three States, as they appear in this table, to figure out how the payment on each route would be affected by the exclusion of one-half of all the mail matter carried; we have taken one-half simply as an easy method of division, since 500,000,000 pounds does not differ materially from the three-fourths of all the second-class matter (amounting to 497,000,000 pounds), which Mr. Madden would exclude.

It must be understood in arriving at the result shown in the Table A, which we hereafter annex, that the Government pays the railroads for carrying the mails upon a graduated scale according to which the railroads carrying the smallest average quantities are remunerated at the largest rates. For example, those carrying less than 500 pounds per day are paid at the rate of \$42.75 per ton per mile per annum, while those carrying in excess of 5,000 pounds are paid at the rate of \$171 per mile per annum for the first 5,000 pounds and \$21.37 for each additional 2,000 pounds.

The following is the scale of payments:

*Schedule of rates for railway mail transportation.*

Average weight of mails per day carried over whole length of route.	Pay per mile per annum.			Intermediate weight warranting allowance of \$1 per mile under the custom of the Department, subject to acts of July 12, 1876, and June 17, 1878.
	Rates allowable under act of Mar. 3, 1873.	Rates allowable under acts of July 12, 1876, and June 17, 1878.	Rates allowable to land-grant railroads, being 80 per cent of allowance to other railroads, under act of July 12, 1876.	
200 pounds.....	\$50.00	\$42.75	\$34.20	
200 to 500 pounds.....				12
500 pounds.....	75.00	64.12	51.30	
500 to 1,000 pounds.....				20
1,000 pounds.....	100.00	86.50	68.40	
1,000 to 1,500 pounds.....				20
1,500 pounds.....	125.00	106.87	85.50	
1,500 to 2,000 pounds.....				20
2,000 pounds.....	150.00	128.25	102.60	
2,000 to 3,500 pounds.....				60
3,500 pounds.....	175.00	149.62	119.70	
3,500 to 5,000 pounds.....				60
5,000 pounds.....	200.00	171.00	136.80	
For every additional 2,000 pounds.....	25.00	21.37	17.10	
Over 5,000 pounds.....				90

No allowance is made for weights not justifying the addition of \$1.

These payments are not made upon actual weight but upon average weight.

The annexed Table A shows the exact results in dollars and cents, if 50 per cent of the mail matter were excluded, it being Mr. Madden's assertion that by such action the Government would save in transportation \$25,000,000.

The reduction in the Government's payments, for all the routes in the three States mentioned, would be \$174,654.39, the amount now paid being \$632,897.18, and the amount which would be paid, if 50 per cent of the mail were excluded, being \$458,241.79; in other words the Government would save 27 per cent, and not 50 per cent, as Mr. Madden asserts.

And this 27 per cent of \$39,000,000 would represent the gross saving in payments for hauling, or a sum less than \$11,000,000 instead of \$25,000,000. But the Department's income from second-class mail matter, if 500,000,000 pounds were excluded, would be reduced by \$5,000,000, so that the net saving to the Government in transportation would be not more than \$6,000,000 instead of the \$25,000,000 which the Third Assistant Postmaster-General asserted would be saved.

The Third Assistant Postmaster-General in all his other statements made only generalizations, but as to these savings he made positive statements; and they have been examined thus critically for the purpose of showing to a demonstration how utterly unfounded his conclusions are, and, consequently, for the purpose of urging upon the Commission the importance to publishers of not being led into recommending legislation upon any such conclusions without first ascertaining, by independent examination, the correctness of the results; for if any legislation were adopted in the hope of saving, as asserted, \$30,000,000 to the Government, which in reality would only result in a saving of \$6,000,000, and which at the same time would exclude from the mails at least three-fourths of second-class publications, not only would the Government be disappointed in its hopes of saving, but the publishers generally throughout the country would

be done an irreparable injury, without even the saving qualification of having had the Government materially benefited thereby.

The amount which the Government would save on the item of transportation, if 500,000,000 pounds of mail were excluded, is the amount it now costs the Government to transport that 500,000,000 pounds, to wit, about 2 cents per pound. This utterly confutes the Third Assistant Postmaster-General's statement that it costs 5 cents per pound to carry the mails at least as to these 500,000,000 pounds, but we have stated above that the total item of transporting the mails is \$39,384,000, or an average of \$0.0393 per pound. The fact, therefore, that it only costs 2 cents per pound to transport 500,000,000 pounds shows very well that of the \$0.0393 per pound about 2 cents is expended for what the Postmaster-General calls (Postmaster-General p. 195) "increased frequency of dispatch," "side service," "space for separation," "transportation for clerks," "transportation of special agents, inspectors, and traveling officials, all of whom must be given transportation by railroad companies without additional compensation." None of these items is caused by second-class matter.

But if second-class mail matter is not hauled as far as the other classes, its transportation is, of course, less costly.

Accordingly, for the purpose of ascertaining the average haul upon publications mailed at the pound rate, we have tried to ascertain the average haul of all mail matter on the routes in the three States referred to in Schedule A. We have taken the same routes and prepared Schedule B for the purpose of showing the average cost of hauling a pound of mail per mile per year. By multiplying the length of each haul in each route by the average weight of mail carried over the entire route per day; we get the number of mile-pounds per day; by adding all of these mile-pounds per day together we get the total number of mile-pounds per day for the three States. By taking the total amount paid for all the routes in these three States and dividing into that amount the total mile-pounds per day we get the amount which the Government pays for carrying a pound of mail a mile 360 days, or, stated the other way, we get the cost of carrying a pound of mail 360 miles once. This cost is shown to be \$0.249.

The processes by which the figures shown on page 8 are reached are as follows:

Total amount paid to the railway, Table A, \$632,896.78.

Total number of mile-pounds per day, Table B, 25,369,963.79.

Dividing the former by the latter we get \$0.0249 as a result, as follows:

The total number of pounds of mail carried by the Government was approximately 1,000,000,000 pounds. The total amount paid to the railways for carrying same was \$39,384,916.

We then get the following proportions as—

$$.0249 : 360 :: .0393 : 568$$

$$\begin{array}{r} .0393 \\ 360 \end{array}$$

$$\begin{array}{r} 23580 \\ 1179 \end{array}$$

$$\begin{array}{r} .0249 \ 14.1480 \ (568) \\ 1245 \end{array}$$

$$\begin{array}{r} 1698 \\ 1494 \end{array}$$

$$\begin{array}{r} 2040 \\ 1992 \end{array}$$

The total mail carried last year was 1,000,000,000 pounds. The total paid by the Government to the railroads for its transportation (exclusive of the special pay for railway postal cars) was \$39,384,916.17. In other words, \$0.0393 per pound.

The figure \$0.0249 represents a haul of 360 miles; \$0.01 represents a haul of 149 miles; the payment of \$0.0393 therefore represents a haul of 568 miles. From this it follows that the average haul of all mail throughout the country does not exceed 568 miles.

But if the average haul of all the mail is only 568 miles, the average haul of second-class mail matter is very much less, because none of the second-class mail matter is as widely distributed as first-class matter, which is distributed into every village throughout the entire United States, and therefore of truly national circulation, whereas of the 43,000 publications (p. 185) which go to make up second-class mail matter there are not 100 magazines or periodicals in any sense of national circulation, and the vast body of the rest of the mail matter is circulated in cities, villages, and counties.

In the absence of exact information, therefore, we are inclined to think that the Commission of Congress of 1898 (p. 319) when it reported that the average haul of second-class mail matter was 438 miles, arrived at a figure which is still about correct; accordingly we will adopt 450 miles as fairest to the Government.

As above stated, the gross cost for carrying the 500,000,000 pounds of mail matter which Mr. Madden would exclude is 2 cents per pound; but this 2 cents per pound, of course, is for all kinds of mail, and it pays for a haul of 568 miles. The total average haul of second-class mail matter, however, is 118 miles less than the total average haul of all kinds of mail. Furthermore, this 2 cents pays not only for the haul of a pound of this 500,000,000 pounds of mail of all kinds, but it also bears its part of the expense for "frequency of dispatch," "side service," "space for separation," "transportation for clerks," etc., which we have referred to above. Without attempting to make any allowance for this "frequency of dispatch," "side service," etc., but only making an allowance for the difference in the average haul for second-class mail matter, it will be found that since the cost for a haul of 568 miles is 2 cents per pound the cost for a haul of 450 miles is \$0.016.

We submit that the suggestion made by the Third Assistant Postmaster-General as to the loss of \$30,000,000, which this Government is now sustaining through carrying 500,000,000 pounds of second-class mail matter, has furnished this Commission with the best basis available for showing that the carrying of that much second-class mail matter costs less per pound than \$0.016 or less than 1½ cents per pound.

## II. *Cost of handling.*

From the data available, we have found it necessary, in order to arrive at an approximate cost for the handling of second-class mail matter, to ascertain from the men who handle the mails practical definitions for the phrases "fully made up," "partly made up," "mixed," etc., as bearing upon the items of cost known as "compensation to clerks in post-offices," "city free delivery," "Railway Mail Service, salaries" (Postmaster-General, p. 5).

The following is the explanation of those words and a description of how second-class mail matter is handled:

A distinction is made between "carrying" and "handling." The term "carrying" is applied to transportation, while the term "handling" may be divided into three subclassifications, namely, collection, separation, and distribution.

Under the head of collection come all the expenses attendant upon collecting from boxes and transferring from branch offices to the general office. No expense of this kind attaches to second-class matter.

All mail matter of the second class (except that which is termed "mixed") is separated by the publishers into States, cities, and routes. No part of the expense of "separation" at the office of entry is chargeable to second-class matter other than that for "mixed" matter. There is, however, a "separation" of "partly made up matter" performed at the office of entry, which is really done by that office for other States. For instance, in the city of New York a separation, in this latter sense, is done for 19 different States—that is to say, the New York office does for each of these 19 different States either all or part of the work which would otherwise be done at the offices of destination in those States, and the expense of which properly ought to be regarded as "distribution" and charged to "distribution," and not charged against the office of entry.

The term "partly made up" is a term which is applied to that class of matter which is separated in the office of entry for other States. In other words, "partly made up" matter is matter which is made up as fully as can be by the publisher and separated by the publisher into States, cities, and routes, but which, for purposes of economy, is separated in the office of entry for the office of destination. Taking New York as an example, the term "partly made up" applies to such matter as is fully made up by the publisher for shipment

without handling at the office of origin, but which for departmental reasons is separated in the city of New York, as it were, for and on account of these other 19 States.

"Fully made up" matter is separated by the publishers into States, cities, and routes and consists of such matter as is shipped to States or cities without any process of separation at the office of origin. It is, therefore, quite clear that the term "partly made up," so far as any computation of expense is concerned, should be treated on the same basis as "fully made up" matter, for the expense to the post-office is only one of distribution.

We have no data bearing on the cost of separation except that furnished by Mr. Hubbard in his paper read before the Commission. Mr. Hubbard stated (p. 232) that it cost 4 cents a hundred pounds to handle second-class matter, "made up," and 41 cents a hundred pounds to handle second-class matter "not made up." It costs, therefore, only one-tenth as much to handle "made up" second class matter at the office of origin as it does to handle the same matter when it is not made up. There is nothing in Mr. Hubbard's paper which shows how he regards "partly made up" matter, but in all fairness "partly made up" matter should be regarded, at least so far as any separation and routing expense are concerned, as "fully made up," because whatever "separation" and routing are made in the office of origin are done for and on account of offices other than the office of origin. The excess cost of matter "not made up," therefore, would seem to represent the cost of handling "mixed" matter at the office of origin. In other words, matter which is regarded by the post-office for the purpose of classification as "partly made up" is, in fact, "fully made up," and any work which is done in the office of origin in connection with "partly made up" matter is clearly a work of distribution. If this were done at the office of destination instead of at the office of origin, it is quite plain that Mr. Hubbard's figures of 41 cents per hundred pounds for handling matter "not made up" would apply to only that portion of second-class matter which is designated by the Department as "mixed," making the proper cost of handling "fully made up" and "partly made up" matter 4 cents per hundred pounds, or one-tenth of the cost of handling the "mixed."

Of the 985,000,000 pounds of mail carried during the year 1905, second-class matter constituted about 666,000,000 pounds, or two-thirds of the weight. (Postmaster-General's Report, pp. 76, 634.) Though two-thirds in weight, it "manifestly," as Mr. Madden says (Minutes, p. 27), "could not be charged with the same proportionate cost of the service," since the cost of "handling" mail matter depends almost entirely upon the number of pieces handled and not upon their relative weight.

To appreciate that the cost of handling second-class mail matter has little or no relation to the question of weight, it should be borne in mind that for other classes of mail matter stamps must be printed and distributed; collections made from boxes in large cities; each stamp must be canceled, and the envelope or package must be postmarked with the date and time of its deposit; and when placed in a branch office in a large city it is again postmarked with the date and time of its receipt in the general office. There it is sorted and shipped to the office of delivery, being handled en route in nearly all instances again in the railway post-office cars. At the office of distribution it is again postmarked, and if delivered through a branch office it is there again handled and stamped. The number of clerks, the cost of free delivery in cities, etc., is also to be reckoned in.

Comparing this with the method of shipping second-class matter, it should be borne in mind that such matter is separated by the publishers themselves by States, cities, and routes. Over 90 per cent of second-class matter is thus separated, so that apart from the particular custom of the Post-Office Department it may be said with accuracy that over 90 per cent of the second-class matter is fully made up by the publisher.

Owing to methods employed in the Post-Office Department there is a distinction between "fully made up" and "partly made up" matter. The report for the year ended June 30, 1905, shows that over 70 per cent of all matter posted at the cent a pound rate was fully made up by the publishers—that is to say, was delivered at the office of entry, loaded on its trains ready for shipment to its destination without handling of any kind by postal employees. (Postmaster-General's report, pp. 198, 559.) Twenty per cent was "partly made up"—that is to say, was as fully made up in States, cities, and routes as it is possible for the publisher to make up. The Post-Office Department, however, as a matter of economy in time or otherwise, as the case may be, requires some of the larger offices to do in the office of origin separating which otherwise would be done in



the office of destination—that is to say, in the city of New York, for instance, the postal clerks separate the mail for 19 different States, going as far west as California. The separation is really the work of the distributing office, and in any computation of the cost of handling this cost should be charged against distribution in the same manner as if the bag had been shipped without being separated at the office of origin.

To illustrate: One hundred and sixty-seven postal cards weigh 1 pound; there attaches to their handling all the elements of expense above described as applicable to all the classes of matter, but were the expense according to weight, it would involve the conclusion that 167 postal cards can on an average be handled in this way and finally delivered to 167 different addresses in the different States at the same cost on an average as 4 periodicals (weighing a total of 1 pound) to 4 different addresses.

It is obvious from the simple statement of the foregoing facts that it is unfair to apportion the cost of handling second-class mail matter and other classes of mail matter on the basis of weight.

The expenditures of the Postal Department for the year 1905 are detailed on page 5 of the Postmaster-General's report. There are a number of items of such character that they would seem to represent expenses of "handling." There are a number of other items that evidently have nothing at all to do with the handling, and there are some, like "mail bags," "cord fasteners," "label cases," etc., "wrapping twine," "stationery for postal service," that might be included in the expense of handling or might be regarded as an item of general expense, according to the bias of the one making the calculation. We have picked out from the Postmaster-General's report all the items that can in any way be ascribed to the expense of handling. They are as follows:

Compensation to clerks in post-offices.....	\$21, 215, 343. 41
City free-delivery service.....	20, 919, 078. 13
Railway mail service, salaries.....	13, 120, 155. 78
Mail bags, cord fasteners, label cases, etc.....	335, 437. 97
Miscellaneous items at first and second class offices.....	237, 987. 74
Wrapping twine.....	203, 201. 16
Railway mail service, acting clerks for clerks injured on duty and death indemnity.....	68, 502. 40
Railway mail service, miscellaneous office expenses.....	52, 563. 40
Wrapping paper.....	69, 989. 32
Stationery for postal service.....	64, 991. 32
Total.....	56, 287, 210. 63

On page 635 of the Postmaster-General's report we find it estimated that in the year ended June, 1905, there were "handled" in the Post-Office Department a total of 10,187,505,839 pieces of mail matter. Prorating the cost of handling as it appears in the computation above made we find that the average cost per piece was 0.5525 of a cent. Referring to page 636 of the Postmaster-General's report, we find it there stated that the average number of pieces to a pound of matter carried at the pound rate was 4.1. Multiplying the rate per piece by the number of pieces to the pound, we find that on this computation the cost of "handling" second-class matter per pound would be \$0.02265. This figure is so near to that used in all of the post-office representations about the matter that both figures were probably arrived at in the same manner. Mr. Madden's estimate of 2 cents a pound for "handling," therefore, assumes that it costs as much to handle second-class matter per piece as it does to handle matter of the other classes.

Let us see how far this figure can be sustained in the light of certain established facts.

The three largest items of the table showing the estimate of the cost of handling all the mail of all classes are in round numbers:

Compensation to clerks in post-offices.....	\$21, 000, 000
City free delivery.....	20, 000, 000
Railway mail service salaries.....	13, 000, 000

The other items included aggregate, in round numbers, \$3,000,000. We will consider what percentage of each of these items should be charged as a cost of handling second-class matter.

*A.—Compensation to clerks in post-offices, \$21,000,000.*

Second-class matter could be charged at the outside with not more than 25 per cent of the item of compensation to clerks in post-offices, for the reason that the number of pieces does not exceed 25 per cent of the total number of pieces. But as only 30 per cent of this 25 per cent is handled in any way at the office of origin only  $7\frac{1}{2}$  per cent of that part of the expense of "clerk hire" which represents work in the office of origin is chargeable against second-class matter.

Second-class matter is handled by clerks in the office of destination at their convenience and after all first-class mail matter has been dispatched. It seems fair, therefore, to apportion the expense of "clerk hire" for work in the office of destination in one-half the proportion in which such expense is assessed against other classes of mail matter according to the number of pieces handled. On this basis second-class mail matter is chargeable with  $12\frac{1}{2}$  per cent of "clerk hire," representing work in the office of destination. Averaging the estimate of expense at the office of origin and at the office of destination, second-class matter is, therefore chargeable with about 10 per cent of the expense of "clerk hire."

While we concede this we nevertheless wish to point out that remuneration of clerks in the majority of offices depends not on the amount of matter handled, but on receipts, and that as those offices have no receipts from second-class matter the remuneration to clerks would be as large as it is at present, even were all second-class matter excluded from the mails.

We have, however, in our computation assessed second-class mail matter with 10 per cent of "clerk hire," or with \$2,100,000.

*B. City free delivery, \$20,000,000.*

Of this item second-class mail matter would be chargeable, at the outside, with only 25 per cent, based on the number of pieces, but second-class matter is not collected at all, so it is a cause of expense only for delivery.

In the paper read before this Commission by Mr. Hubbard (pp. 260-261), it is explained that bulk packages of second-class matter addressed to news dealers are not delivered at all, being called for at the post-office by the addressees, and that this matter constitutes a very large part of all second-class matter.

No second-class matter at all is delivered by carriers on first delivery. Second-class matter is taken out by the carriers only when it can be handled without disadvantage to the service of other classes. To charge second-class matter with 5 per cent of the cost of free delivery would, therefore, seem very fair. The expense of free delivery is therefore estimated at \$1,000,000.

*C. Railway mail service, salaries, \$13,000,000.*

Here again second-class matter can be charged, on the basis of the number of pieces, with only 25 per cent of this item; but 90 per cent of this 25 per cent being delivered at the office of origin in bags fully or partly made up, it is clear that only a very small part of the expense of railway mail service is chargeable against second-class matter.

A liberal estimate of the expense of railway mail service salaries for second-class matter would be 5 per cent of the whole, or \$650,000.

*D. Miscellaneous, \$3,000,000.*

It is a question whether any of the items of expense considered under this head are contributed to in any great measure by second-class mail matter. We feel we are dealing liberally with this item in charging it to second-class matter in the average proportion of the other items already considered. On this basis 7 per cent of the miscellaneous expense is to be taken into calculation. The amount is \$210,000.

The expense apportioned second-class matter for handling on this calculation is as follows:

Compensation to clerks in post-offices.....	\$2, 100, 000
City free delivery.....	1, 000, 000
Railway mail service, salaries.....	650, 000
Miscellaneous.....	210, 000
	<hr/>
	3, 960, 000

This is for an aggregate of 666,000,000 pounds, averaging the cost of handling at a trifle less than three-fifths of a cent per pound. This, it seems to us, disposes of the statement that it costs 2 cents a pound to handle second-class matter, and we wish to point out the fact that this entire calculation is made on the Department's statement, offered as a statement of fact, that there are 4.1 pieces in the average pound of second-class mail matter. (Pp. 635-636, Postmaster-General's report.)

As, however, has been brought to the attention of this Commission by Mr. Morris (pp. 319-325), the Congressional Commission of 1898 establishes the fact that the data on which this statement rest were entirely untrustworthy and misleading. We do not hesitate to say that there are not more than two pieces in the average pound of second-class mail matter. We can not prove this, but we ought not to be expected to do so. The Department has the data from which a correct figure can be determined and if it is not disclosed, it is at least to be expected that this Commission will not give serious consideration to such statements, but will procure in its own way the facts.

### III. What it should cost the Government to carry the mails.

I have been unable to procure the freight and express rates for the three States referred to in Tables A and B for submission to this Commission. I have, therefore, selected four routes, at random, for the purpose of showing what it now costs to carry second-class mail matter on these routes for 450 miles (the average haul of second-class mail matter), and what it would cost the Government to carry that same matter at fast freight rates or by express, the Government paying to the railroads the same amount they now receive from the express companies for the service they (the railroad companies) render to the express companies.

The following table shows the miles and the rate per ton per mile for freight, express, and mail:

Cities.	Miles.	Freight.	Express.	Mail.
Buffalo.....	440	\$0.0177	\$0.0568	\$0.0677
Chicago.....	970	.0155	.0515	.069
Omaha.....	1,467	.011	.06	.061
Pittsburg.....	444	.02027	.06756	.07027
		4).06547	.23566	.26797
		.01637	2).05891	.06899
			.02945	

If these rates be averaged, as is done above, it will be seen that—

(a) The average freight rate per ton per mile (first-class freight in less than carload lots) is \$0.01637.

(b) The express rate is \$0.02945.

(NOTE.—We have taken 50 per cent of the express rate as the amount which the railroad companies now receive, since the contracts between the railroad companies and the express companies provide for the payment for the services of the railroad companies approximately 50 per cent of the revenues of the express companies).

(c) The mail rate for carrying all classes of mail is \$0.06899.

On such routes as these, therefore, the Government now pays for carrying a ton of mail 450 miles (the average haul of second-class matter) \$30.14 a ton, or 1½ cents per pound.

If this same ton of mail were carried on the same routes the same distance by the railroad companies for the same price the railroad companies now receive for the services rendered by the railroad companies to the express companies it would cost the Government for transportation \$13.25 per ton, or less than \$0.007 per pound.

If the same ton of mail were carried as first-class freight (in less than carload lots) the Government would have to pay \$7.36, or less than \$0.004 per pound.

But the service which is rendered by the railroads to the Government in the carrying of second-class mail matter, especially that carried in storage cars, is

approximately the same as the service of the railroads in carrying express matter; and it does not differ materially from the service in carrying first-class freight matter. So that if the law were modified to provide for carrying second-class mail at the commercial rates per ton per mile which prevail as to fast freight the Government, on the item of transportation on the routes which we have analyzed, would clear \$12.50 a ton on carrying the matter an average of 450 miles, whereas if the second-class mail matter were carried as express matter is now carried the Government would clear approximately \$7 on each ton.

It is therefore submitted that the remedy for the present situation is not to be found in any increase in the rate now charged on second-class mail matter.

*IV. Any undue advance in the rate of postage of second-class mail matter could not be paid by publishers and would result in excluding such mail matter from the mails and oblige the publishers to resort to fast freight and express companies for carriage.*

In order to understand this situation fully it should be borne in mind that second-class mail is now being sent through the mails in two different ways: (a) By sending copies to subscribers direct from the publishers and (b) in bulk to news dealers, either by the publishers or by the news companies.

In the publishing world it is known that about 50 per cent of second-class mail matter is sent out on subscriptions to individual subscribers; the balance is distributed in bulk by publishers and news companies to news dealers.

Of that part of second-class mail matter sent out on subscriptions there are many light publications which the Government has to carry and deliver; and it takes about 50 of these publications, in many instances, to weigh a pound, for which the Government only receives 1 cent. This is a cause of complaint against the rates charged for second-class mail matter and is an argument against subscription lists. If the rate of postage on publications is increased horizontally subscription lists for the heavier publications would be wiped out, because the publishers could not afford to pay a higher postage rate and subscribers would not pay any advance on their present subscription rates, as it would be, under such circumstances, cheaper to buy the books at the news stands. The distribution of these magazines accordingly would then be made entirely through news dealers, as in England, where subscription lists are entirely unknown because the rate of postage on publications corresponding with our second-class mail matter is relatively high, resulting in the distribution of publications of this kind being made by freight through news dealers.

If the present pound rate were advanced horizontally the effect would be as follows: That 50 publications weighing 1 pound would be sent for 2, 3, or 4 cents a pound, as the case might be, whereas for publications weighing 1 pound per copy the advance for a similar number would mean \$1, \$1.50, or \$2, as the case might be.

This would work a complete change, necessarily, in the manner of distributing second-class mail publications; subscription lists would be impossible, except in the case of very light publications, which the Post-Office officials complain now contribute largely to the expense of the Department and contribute only insignificant amounts to its revenue.

Consideration of the conditions governing the following publications will show the effect on methods of distribution of an advance in the pound mail rates, such as that suggested:

Name of publication.	Circulation.	Average weight.		Total weight yearly.
		Ounces.	Pounds.	
Munsey's Magazine .....	647,858	15½	7,531,349.25	
McClure's Magazine .....	376,000	16½	4,640,625.00	
Argosy .....	413,000	10	3,097,500.00	
All Story Magazine .....	261,000	10½	2,055,375.00	
Popular Magazine .....	265,000	10½	2,066,875.00	
Cosmopolitan Magazine .....	400,000	14	4,208,000.00	
Strand .....	253,000	10½	1,992,375.00	

All of the above publications are sold on subscription at \$1 a year and all have considerable subscription lists. The average weight per copy is nearly 1 pound. A material increase in the postal rate would amount to a great deal of money in these magazines and would compel, as will be later shown, their distribution at least through news dealers, and certainly not through the mail at all.

To fully appreciate the force of this argument it is only necessary to state the manner in which the railroads are paid by the Government and to compare the rates paid them by the Government with the actual existing rates of freight or express to the same points.

The railroads are not compensated by the Government for carrying mails upon the basis of weight alone, but upon a graduated scale by which the railroads carrying the smallest "average" quantities are remunerated at the largest rates. For example, those carrying less than 500 pounds per day are paid at the rate of \$42.75 a mile per annum, while those carrying in excess of 5,000 pounds are paid at the rate of \$171 for the first 5,000 pounds and \$21.37 for each additional 2,000 pounds. The scale of payment appears on page —.

These payments are made not upon actual weight, but upon average weight.

The United States is divided into four sections. Once each year one of the four sections has its rates readjusted. This is done by making a computation, for a given period, of the actual weight of mail matter carried by the railroad. Once the average daily weight carried the full length of any one line is determined, that average forms the basis of payment for the four ensuing years without respect to whether or not the average conforms to the actual weight.

In addition to the payment for this average weight, a special allowance is made to each road having railroad post-office cars, as follows:

	Per daily line.
40 feet -----	\$25
45 feet -----	30
50 feet -----	40
55 to 60 feet -----	50

In other words, if a post-office car runs daily, say, 400 miles in any route for a year, that car, if 40 feet long, earns \$25 a mile—that is, for the year, or 400 times \$25, or \$10,000.

On page 441 of the Postmaster-General's report for 1905, and the following pages, there appears a table showing the readjustment of rates of pay per mile upon the section on which the quadrennial term expired June 30, 1905. The points between which each route is operated, the name of the railroad, the total length of the route, the average weight of mail carried over the entire route per day, the character and frequency of service, etc., the average number of trips per week, the pay per mile per annum for transportation, the pay for railroad post-office car service, and the annual rate of pay for transportation are all set forth.

From these, by the process hereinafter described, it is possible to figure out the actual amount received by each particular railroad for each hundred pounds carried over each route. For example, we will take the New York Central and Hudson River Railroad, from New York to Buffalo, which is known as "Route No. 107011." The average weight of mail carried over this entire route per day is "adjusted" at 411,838 pounds. The total annual rate of pay for the transportation of same not including the allowance for railroad post-office cars, is \$1,985,910.27. The allowance for railroad post-office cars is \$265,891.45. This makes a total compensation to the road of \$2,251,801.72 per annum for the four years commencing July 1, 1905.

By multiplying the average daily weight of 411,838 pounds by 365 we find that the quantity carried yearly is 150,320,870 pounds, and by dividing this quantity into \$2,251,801.72 we find that the rate per pound is \$0.0149 plus, or practically \$1.50 per hundred pounds. Comparing this with the freight rate to Buffalo, which is 39 cents, and the express rate to Buffalo, which is \$1.25, it will be seen that the New York Central and Hudson River Railroad is now receiving nearly four times the amount of the first-class freight rate (less than carload lots) and much more than the express rate.

Basing our computation upon this same method, we propose to show the amounts paid per 100 pounds to the railroads for carrying mails to some of the principal points of the United States on trunk lines, and to compare these amounts with the freight rates and express rates between the same points.

## SECOND-CLASS MAIL MATTER.

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Running from New York City west as far as Omaha, Nebr., over one set of trunk lines, we make the following comparison of mail, freight, and express rates:

*New York to Buffalo. Route 107011. New York Central and Hudson River Railroad.*

Average weight per day.....	pounds.....	411, 838
Total weight per year.....	do.....	150, 320, 870
Length of route.....	miles.....	439. 40
		<hr/>
Annual rate for transportation.....		\$1, 985, 910. 27
Allowance for railroad post-office cars.....		205, 891. 45
		<hr/>
Total per year.....		2, 251, 801. 72
		<hr/>
Rate per 100 pounds.....		1. 49
Mail.....		1. 49
Freight.....		. 39
Express.....		1. 25

*Buffalo, N. Y., to Chicago, Ill. Route 131095. Lake Shore and Michigan Southern Railroad.*

Average weight per day.....	pounds.....	251, 274
Total weight per year.....	do.....	91, 715, 010
Length of route.....	miles.....	540
		<hr/>
Annual rate for transportation.....		\$1, 513, 542. 60
Allowance for railroad post-office cars.....		219, 762. 00
		<hr/>
Total per year.....		1, 733, 214. 60
		<hr/>
Rate per 100 pounds.....		1. 88
Mail rate New York to Buffalo.....		1. 49
Mail rate Buffalo to Chicago.....		1. 88
Mail rate New York to Chicago.....		3. 37
Freight rate New York to Chicago.....		. 75
Express rate New York to Chicago.....		2. 50

*Chicago to Burlington, Iowa. Route 135007. Chicago, Burlington and Quincy Railroad.*

Average weight per day.....	pounds.....	182, 336
Total weight per year.....	do.....	66, 552, 640
Length of route.....	miles.....	208. 58
		<hr/>
Annual rate for transportation.....		\$424, 662. 49
Allowance for railroad post-office cars.....		63, 578. 75
		<hr/>
Total per year.....		488, 241. 24
		<hr/>
Rate per 100 pounds.....		. 73
Mail rate New York to Chicago.....		3. 39
Mail rate Chicago to Burlington.....		. 73
Mail rate New York to Burlington.....		4. 12
Freight rate New York to Burlington.....		. 97
Express rate New York to Burlington.....		3. 75

*Burlington, Iowa, to Omaha, Nebr. Route 143005. Chicago, Burlington and Quincy Railroad.*

Average weight per day .....	pounds.....	146.054
Total weight per year.....	do.....	53,309.710
Length of route.....	miles.....	290.05
		<hr/>
Annual rate of transportation.....		\$395,603.41
Allowance for railroad post-office cars.....		72,512.50
		<hr/>
Total per year.....		468,115.91
		<hr/>
Rate per 100 pounds.....		.87
Mail rate New York to Burlington.....		4.12
Mail rate Burlington to Omaha.....		.87
Mail rate New York to Omaha.....		5.00
Freight rate New York to Omaha.....		1.47
Express rate New York to Omaha.....		4.50

Running from New York over another set of trunk lines to Omaha we have these comparisons:

*New York to Philadelphia. Route 109004. Pennsylvania Railroad.*

Average weight per day .....	pounds.....	497.874
Total weight per year.....	do.....	182,089.010
Length of route.....	miles.....	90.28
		<hr/>
Annual rate for transportation.....		\$491,927.59
Allowance for railroad post-office cars.....		91,532.90
		<hr/>
Total per year.....		583,460.49
		<hr/>
Rate per 100 pounds.....		\$0.32
Freight rate.....		.22
Express rate.....		.75

*Philadelphia to Pittsburg. Route 110001. Pennsylvania Railroad.*

Average weight per day .....	pounds.....	362.006
Total weight per year.....	do.....	132,132.490
Length of route.....	miles.....	353.93
		<hr/>
Annual rate for transportation.....		\$1,410,768.51
Allowance for railroad post-office cars.....		239,531.12
		<hr/>
Total per year.....		1,650,299.63
		<hr/>
Rate per 100 pounds.....		\$1.24
Mail rate, New York to Philadelphia.....		.32
Mail rate, Philadelphia to Pittsburg.....		1.24
Mail rate, New York to Pittsburg.....		1.56
Freight rate, New York to Pittsburg.....		.45
Express rate, New York to Pittsburg.....		1.50

*Pittsburg, Pa., to Chicago, Ill. Route 131002. Pennsylvania Railroad.*

Average weight per day .....	pounds.....	104.582
Total weight per year.....	do.....	38,172.430
Length of route.....	miles.....	468.32
		<hr/>
Annual rate for transportation.....		\$578,197.23
Allowance for railroad post-office cars.....		133,169.75
		<hr/>
Total per year.....		711,366.98
		<hr/>

## SECOND-CLASS MAIL MATTER.

595

Rate per 100 pounds.....	\$1. 83
Mail rate New York to Pittsburg.....	1. 56
Mail rate Pittsburg to Chicago.....	1. 83
Mail rate New York to Chicago.....	3. 39
Rate per 100 pounds by freight, New York to Chicago.....	. 75
Rate per 100 pounds by express, New York to Chicago.....	2. 50

*Chicago to Omaha, Nebr. Route 135003. Chicago and North Western Railroad.*

Average weight per day.....	pounds.....	63, 855
Total weight per year.....	do.....	23, 307, 075
Length of route.....	miles.....	489. 91

Annual rate of transportation.....	\$348, 396. 31
Allowance for railroad post-office cars.....	99, 395. 37

Total per year..... 447, 791. 68

Rate per 100 pounds.....	1. 92
Mail rate New York to Chicago.....	3. 39
Mail rate Chicago to Omaha.....	1. 93
Mail rate New York to Omaha.....	5. 32
Freight rate New York to Omaha.....	1. 47
Express rate New York to Omaha.....	4. 50

Over the Lackawanna route the rate is higher :

*Hoboken to Buffalo. Route 107008. Delaware, Lackawanna and Western Railroad.*

Average weight per day.....	pounds.....	20, 718
Total weight per year.....	do.....	7, 562, 070
Length of route.....	miles.....	410. 23

Annual rate for transportation.....	\$138, 895. 67
Allowance for railroad post-office cars.....	20, 511. 50

Total per year..... 159, 407. 17

Rate per 100 pounds.....	\$2. 10
Freight rate.....	. 39
Express rate.....	1. 25

And if the mail is dispatched over the Erie, the rate is still higher, as appears by the following comparison :

*New York to Dunkirk. Route 107001. Erie Railroad.*

Average weight per day.....	pounds.....	24, 490
Total weight per day.....	do.....	8, 938, 850
Length of route.....	miles.....	459. 57

Annual rate for transportation.....	\$169, 351. 54
Allowance for railroad post-office cars.....	53, 156. 00

Total per year..... 222, 508. 14

Rate per 100 pounds.....	\$2. 48
Freight rate per 100 pounds.....	. 45
Express rate per 100 pounds.....	1. 50



*New York to Boston. Route 106004. New York, New Haven and Hartford Railroad.*

Average weight per day.....	pounds.....	146.253
Total weight per year.....	do.....	3,382.346
Length of route.....	miles.....	230.88
Annual rate for transportation.....		\$387,894.56
Allowance for railroad post-office cars.....		86,310.85
Total per year.....		474,205.41
Rate per 100 pounds.....		\$0.88
Freight rate.....		.34
Express rate.....		1.00

Except between New York and Boston, where express rates are very high, and between New York and Philadelphia, where the run is quite short, the ordinary express rate is lower in each instance than the rates paid by the Government to the railroad companies for the transportation of the mails, while the freight rate is but a small fraction of the amount paid for transportation of the mails.

It may be stated in passing that no matter how far you go West the express rate is always lower than the mail rate.

Sufficient has now been said to make it clear that if the rate on second-class mail matter is advanced materially, second-class mail matter will be distributed by methods other than through the mails.

The American News Company has been shipping second-class publications by freight to its branches as far west as Chicago. Owing to the clamor about the weight of second-class matter going through the mails, that company has recently been making shipments of carload lots to Minneapolis, and declares it to be its intention to extend this method to Kansas City, Omaha, and New Orleans. The rate of transportation in carload lots to Minneapolis is 76 cents per 100 pounds; the distance from New York to Minneapolis is 1,404 miles. For carriage of these shipments the railroads are receiving \$0.0108 per ton per mile. When this matter was sent through the mails the railroad received for carriage, at the trunk-line rate, \$0.0583 (the annual rate of \$21.37 divided by three hundred and sixty-five days) per ton per mile. But this is not the full difference in the revenue to the railroad companies. This matter shipped as freight is carried in cars of the railroad; where shipped as mail it is carried in cars leased and paid for by the Government at a rental sufficient to more than pay for each car per year, as shown by the tables set forth above.

In passing it should not be forgotten that the difference noted in the above illustration is much less than the average difference for all routes, because from New York to Minneapolis payments are made by the Government to the railroads at the lowest rate; whereas on branch lines and lines over which smaller amounts of mail are carried the rate of compensation to the railroad runs as high as twenty times the trunk-line rate, while no such difference of cost attaches to the transportation of freight over such branch lines.

It seems obvious, therefore, that any undue increase in the second-class mail rates would result in forcing publishers to adopt the same methods as are now employed by the American News Company; for since most of the magazines are circulated in large cities, and since in every large city there are distributing agencies to which publications can be sent by freight for delivery at a cost cheaper than would be possible under an undue advance in the mail rate, it is apparent that the publishers would be obliged to adopt this system of distribution.

The Postmaster-General seems to appreciate the fact that the nature of the periodical publishing business is such as to permit of the transportation of such matter by freight. We quote as follows from page 62 of the Postmaster-General's report:

"The suggestion has been made, and it is worthy of consideration, that a substantial saving in the cost of railway mail transportation could be accomplished by forwarding bulky periodicals and mailable merchandise by fast freight instead of what is known as 'fast mail,' and by providing that such matter as would ordinarily go by fast freight under this plan should pay extra postage whenever transmitted by fast mail."

And we quote again from page 69 as follows:

"To establish a domestic parcel post in this country, where distances are so great and a uniform rate of postage is so firmly established as a sound principle of postal administration, would probably involve either a higher rate of postage or a temporary deficit in the effort to compete with the several express companies thoroughly organized for handling parcels under the zone system, charging in proportion to distance carried. The parcel post would get all long-distance parcels, which would be carried at a loss, and the express companies would get all short-distance parcels, because zone rates would be less than postage rates. An effective domestic parcel post should be organized on the same lines, substantially, as the express companies conduct their service in this country and as parcel-post service is conducted in other countries. It would be necessary to adopt rates of postage that would meet the rates charged by express companies."

Some few years ago newsdealers had the privilege of returning to news companies all unsold copies of second-class publications at the rate of 1 cent per pound. This rate was changed by legislation to 4 cents per pound, and the result is that unsold copies of publications are now returned by express or freight, that being cheaper than the mail rate. A similar increase in the pound rate would compel the original distribution to be made in some manner other than through the mails.

While publications now mailed as second-class matter could be distributed other than through the mails for less than it would cost to mail them if the postage rate were materially advanced, any change in present conditions would result in a very considerable loss of circulation by all periodicals.

Any advance which resulted in the wiping out of the subscription lists would at one stroke deprive the magazines of one-half of their circulation, since, as above stated, 50 per cent of the magazines distributed are sent direct to the subscribers. Whether the magazines could regain any of these subscribers would depend entirely upon the chance whether they went to the nearest newsdealer to purchase the magazine or not.

It is suggested that this is a serious consideration, which the Government ought to bear in mind before making a change which would inevitably have such a result.

Any consideration of the expense of handling periodicals through the mails and the revenue derived by the Government therefrom would be incomplete without some reference to the effect their distribution has upon other classes of mail, and on the revenue derived by the Government from these other classes.

The exclusion of periodicals from the second-class mail matter, as above pointed out, would destroy the subscription lists. Publishers now contribute a large amount to the revenue of the Government for first-class mail matter in the sums expended by them upon the postage for letters and circulars soliciting patronage from their subscribers. One concern alone, in the six months ending March 31, 1906, expended in sending out such letters and circulars not less than the sum of \$58,000. And when it is considered that the publications carried in the year ending June 30, 1905, as second-class matter were shipped by 6,933 publishers, and that the subscription lists of these publishers cover substantially half of their publications, it can be seen that the revenue which the Government derives from the sending out of letters and circulars soliciting patronage is very large.

In one instance an advertisement was printed in the fall of 1905 in the following publications: Ladies' Home Journal, McCall's, Youth's Companion, Christian Herald, Ladies' World, Woman's Magazine, Woman's Home Companion, Modern Priscilla, and the Delinquent. This advertisement brought 812,000 individual answers sent prepaid at the rate of 2 cents, and in reply to each letter so received there was mailed a rag doll, each prepaid at the rate of 1 cent.

This one advertisement, then, directly resulted in revenue to the Government aggregating over \$24,000.

We are not in a position to give data as to the increase in first-class mail caused by second-class mail, but a statement was quoted (p. 1124) before this Commission which shows that 50 per cent of first-class mail matter is due to advertisements distributed in second-class publications. The statement quoted the report of a post-office agent who informed the Department that "the more papers and magazines people take the more letters they write. They read advertisements and then answer them, and it is the rule that correspondence so increases after the establishment of a route that the increase will more than pay the added expense of the delivery." And he then goes on to show that in

the 40 routes which he inspected the increase in first-class postage from the reading of papers and magazines by people along the routes amounted to 50 per cent.

Mr. Atkinson, who made a most interesting presentation to the Commission, stated (p. 1123) that the result of his work was "an estimate that half of the revenue from the sale of stamps, stamped envelopes, and newspaper wrappers and postal cards was derived in one way or another from the circulation of newspapers and periodicals."

Furthermore, any legislation which results in a decrease to any great extent in the volume of second-class matter carried will increase the rates paid for carrying, since the rate of pay for a small amount of matter carried is very high.

Professor Adams, who was employed by the Loud Commission, reported as a result of his work that if the volume of mail were decreased so that "the ton mileage had been 169,809,000 instead of 272,000,000, the railway mail pay would have been practically the same" (p. 404).

In other words, it is entirely misleading to attempt to save money to the Government in the method proposed by the Third Assistant Postmaster-General, a method which would at the same time also result in a material decrease in the revenues derived from first-class mail matter.

But the effect on business of curtailing the distribution of magazines would be immediate and serious. The International Advertising Association estimates that the money expended for advertising in magazines is in excess of \$35,000,000 per year. This advertising exerts a great influence upon business generally, resulting in a large amount of transportation by the railroads and express companies and in an enormous revenue to the post-office in first-class matter. Practically all the goods advertised in magazines are trade-marked products which are manufactured at one particular point. All the orders for them are sent direct to one particular point, and all the shipments of such goods are made from that point, and this is true whether the sales be brought about by orders by mail or through the sales rooms of the merchants in the various cities of the United States.

It would seem clear, therefore, that any material advance in the rate charged on second-class mail matter would have the effect of cutting down the circulation of magazines at first at least to about one-half. In addition to this great loss in business it would have the effect of cutting down the business which results from the distribution of advertisements in magazines and the revenues which the Government gets from the ordering of advertised articles, etc.

#### CONCLUSION.

It follows from what has been said that if Congress should enact legislation which would provide for carrying second-class mail matter at a rate per ton per mile (at least that part of it which is carried in storage cars) at the same rates as they now charge for fast freight in less than carload lots, or at the same rates the railroad companies now receive for the services they (the railroad companies) render to the express companies, there is no occasion to change the present charges of carrying second-class mail matter, for a revenue is now received from it which would be more than commensurate with the cost of carrying and of handling it.

Furthermore, business would not be disturbed, capital which has been invested under the existing laws would not be lost, and the Government would accomplish its purpose of deriving an adequate income to meet the expense of handling and carrying second-class mail and its further purpose of disseminating knowledge and useful information generally among the people, so that good reading matter will be within the reach of everyone.

HERBERT NOBLE, of Counsel.

NOVEMBER 26, 1906.

## SECOND-CLASS MAIL MATTER.

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## MAINE.

Table A.									Table B.
No. of route.	Length of route.	Present average weight of mails carried over entire route per day.	Present pay per mile per annum for transportation.	Present annual rate of pay for transportation.	One-half present average weight of mails carried over entire route per day.	Pay for one-half present pay per mile per annum for transportation.	Pay for one-half present annual rate of pay for transportation.	Saving by exclusion of 50 per cent of mail matter.	Number of pounds per mile per day.
	Miles.	Pounds.			Pounds.				
101001..	16.83	117	\$42.75	\$719.48	58	\$42.75	\$719.48		1,969.11
101002..	29.90	1,487	108.46	3,093.45	718	74.12	2,216.19	\$877.26	42,966.80
101003..	63.22	2,143	129.96	8,216.07	1,071	88.50	5,594.97	2,621.10	135,480.46
101004..	33.47	1,786	118.85	3,977.90	893	83.12	2,782.03	1,196.87	59,777.42
101005..	91.19	5,708	177.84	16,217.22	2,854	142.25	12,971.78	8,245.44	520,512.62
101006..	135.81	59,252	750.69	101,951.20	29,626	438.44	59,544.54	42,406.66	8,047,014.12
101007..	165.39	5,305	173.57	28,706.74	2,652	138.25	22,865.17	5,841.57	877,393.95
101008..	52.71	4,839	168.44	8,878.47	2,419	134.25	7,076.32	1,802.15	256,068.69
101009..	13.06	66	42.75	558.31	33	42.75	558.31		861.96
101010..	88.00	2,300	132.53	11,662.64	1,150	92.50	8,140.00	3,522.64	202,400.00
101011..	15.19	580	64.98	987.04	265	47.75	725.32	261.72	8,050.70
101012..	114.75	12,839	258.94	29,139.61	6,419	188.00	21,573.00	7,566.61	1,473,275.25
101013..	20.38	1,201	94.05	1,916.73	600	69.12	1,408.66	508.07	24,476.38
101014..	48.70	1,145	91.49	4,455.56	572	67.12	3,268.74	1,186.82	55,761.50
101015..	57.11	5,584	176.13	10,068.78	2,767	140.25	8,009.67	2,049.11	316,046.74
101016..	3.13	95	42.75	133.80	48	42.75	133.80		297.35
101017..	21.17	133	42.75	905.01	62	42.75	905.01		2,815.61
101018..	41.72	982	82.08	3,424.37	466	64.75	2,701.37	723.00	38,883.04
101019..	52.91	2,207	130.82	6,921.68	1,103	90.50	4,788.35	2,133.33	116,772.37
101020..	18.37	863	79.52	1,460.78	432	61.75	1,184.35	326.43	15,854.31
101021..	5.68	664	70.97	1,403.10	332	58.75	305.30	97.80	3,771.62
101022..	37.41	354	58.01	1,983.10	177	42.75	1,599.26	383.82	13,243.14
101023..	6.41	120	42.75	274.02	60	42.75	274.02		769.20
101024..	43.36	6,917	190.67	8,267.45	3,459	152.75	6,623.24	1,644.21	299,921.12
101025a									
101026a									
101027..	4.75	366	58.87	255.88	183	42.75	203.06	52.82	1,788.50
101028..	95.89	385	55.58	5,329.56	193	42.75	4,099.30	1,230.26	36,917.65
101029..	21.89	706	72.68	1,590.96	353	54.75	1,198.48	392.48	15,464.84
101030..	68.40	107	42.75	2,924.10	54	42.75	2,924.10		7,318.80
101031..	5.32	196	42.75	227.43	93	42.75	227.43		1,037.40
101032..	29.05	138	42.75	1,241.88	69	42.75	1,241.88		4,008.90
101033..	8.75	280	47.88	418.95	140	42.75	374.06	44.89	2,450.00
101034..	102.24	3,162	144.50	14,773.68	1,581	110.87	11,385.35	3,438.33	323,282.88
101035..	16.26	988	84.65	1,376.40	494	66.75	1,085.35	291.05	16,064.88
101036..	15.96	318	50.45	805.18	159	42.75	682.29	122.89	5,075.28
101037..	13.86	436	59.00	817.74	218	48.75	606.37	211.37	6,042.96
101038a									
101039..	11.14	197	42.75	476.23	99	42.75	476.23		2,194.58
101040..	44.31	484	62.42	2,765.83	242	45.75	2,027.18	738.65	21,446.04
101041a									
101042..	221.43	3,556	149.62	33,190.35	1,778	119.87	26,542.81	6,587.54	787,405.08
101043..	81.29	264	47.08	1,471.56	132	42.75	1,337.65	133.91	8,260.56
101044a									
101045..	15.70	20	42.75	671.17	10	42.75	671.17		314.00
101046..	4.79	2,263	131.67	630.69	1,132	91.50	438.28	192.41	1,083,977
101047..	6.34	168	42.75	271.03	84	42.75	271.03		10,839.77

## NEW HAMPSHIRE.

102001 a									
102002..	40.38	1,312	\$96.33	\$3,970.56	656	\$71.12	\$2,871.82	\$1,098.74	52,978.56
102003..	26.34	463	60.71	1,599.10	227	44.75	1,178.71	420.39	11,932.02
102004..	24.54	701	72.68	1,783.56	352	54.75	1,343.56	440.00	17,202.54
102005..	22.85	450	59.85	1,367.57	250	46.75	1,068.24	299.33	10,282.50
102006..	220.05	12,796	258.98	55,877.29	6,398	175.00	38,508.75	17,368.54	2,815,759.80
102007..	13.50	1,129	90.63	1,223.50	565	67.12	906.12	317.38	15,241.50
102008..	69.70	14,581	272.74	19,009.97	7,291	195.37	13,617.28	5,392.69	1,016,295.70
102009..	56.73	1,498	106.02	6,014.51	749	76.12	4,318.28	1,696.23	84,981.54
102010..	84.63	1,636	112.01	9,479.40	818	69.12	5,849.62	3,629.78	138,454.68
102011..	56.79	1,657	112.86	6,409.31	829	70.12	3,982.01	2,427.20	94,100.63
102012..	94.40	6,741	183.83	17,353.36	3,121	146.25	13,806.00	3,547.55	589,150.40
102013 a									
102014..	73.03	2,434	134.24	9,803.54	1,217	95.50	6,974.37	2,829.17	177,755.02
102015..	12.11	363	53.01	641.95	177	42.75	517.70	124.25	4,274.88
102016..	56.18	608	68.40	3,842.71	306	50.75	2,851.13	991.58	34,157.44
102017..	20.91	949	82.94	1,784.27	480	65.75	1,374.83	359.44	19,843.59
102018..	12.11	466	60.71	735.19	228	44.75	541.92	193.27	5,522.16

a Vacant.

## SECOND-CLASS MAIL MATTER.

## NEW HAMPSHIRE—Continued.

Table A.								Table B
No. of route.	Length of route.	Present average weight of mails carried over entire route per day.	Present pay per mile per annum for transportation.	Present annual rate of pay for transportation.	One-half present average weight of mails carried over entire route per day.	Pay for one-half present pay per mile per annum for transportation.	Pay for one-half present annual rate of pay for transportation.	Saving by exclusion of 50 per cent of mail matter.
	Miles.	Pounds.			Pounds.			Number of pounds per mile per day.
102019..	4.28	88	\$42.75	\$182.97	44	\$42.75	\$182.97	376.44
102020..	13.86	498	63.27	845.28	244	45.75	611.22	6,519.35
102021..	2.87	528	64.98	186.49	264	47.75	137.04	1,515.35
102022..	21.91	528	64.98	1,423.71	264	47.75	1,041.82	11,588.45
102023..	21.58	452	60.71	1,310.12	226	44.75	965.70	9,754.35
102024 <sup>a</sup> ..								
102025..	32.58	271	47.03	1,532.23	136	42.75	1,392.79	8,829.18
102026..	5.49	1,270	96.62	530.44	636	70.12	884.96	6,972.30
102027..	5.44	106	42.75	232.75	58	42.75	232.75	576.94

<sup>a</sup> Vacant.

## VERMONT.

108001..	24.00	326	\$51.30	\$1,231.20	163	\$42.75	\$1,026.00	\$205.20	7,894.40
108002..	145.21	11,447	239.40	34,763.27	5,724	180.00	26,137.80	8,625.47	1,662,218.87
108003..	14.19	15,179	279.58	8,967.24	7,590	199.37	2,829.06	1,138.18	215,260.61
108004..	49.32	16,874	297.54	14,674.67	8,437	208.37	10,276.81	4,397.86	832,225.86
108005..	2.50	4,128	158.18	395.45	2,064	128.25	820.62	74.83	10,390.40
108006..	11.27	4,987	170.15	1,917.59	2,494	136.25	1,535.54	392.05	56,308.40
108007..	28.39	908	81.23	2,306.11	454	62.75	1,781.47	524.64	25,778.12
108008..	15.87	284	44.46	705.58	117	42.75	678.44	27.14	3,713.58
108009..	21.16	813	76.95	1,628.26	407	59.75	1,264.31	363.95	17,203.06
108010..	110.18	8,604	209.48	23,080.50	4,302	161.62	17,807.29	5,273.21	947,948.72
108011..	118.62	1,586	110.30	13,083.78	798	78.12	9,256.59	3,817.19	188,131.32
108012..	38.47	824	77.81	2,993.35	412	59.75	2,298.58	694.77	31,690.26
108013..	14.59	648	70.11	1,022.90	324	52.75	769.62	253.28	9,454.32
108014..	34.00	2,107	129.11	4,389.74	1,069	87.50	2,975.00	1,414.74	71,636.40
108015..	57.43	8,750	210.33	12,079.25	4,375	163.62	9,396.69	2,682.56	502,512.50
108016..	36.32	403	56.43	2,049.53	202	42.75	1,562.68	496.85	14,636.36
108017..	14.91	975	53.79	1,249.30	488	66.75	995.24	254.06	14,537.25
108018..	2.02	10,430	228.28	461.12	5,215	173.00	349.46	111.66	21,068.00
108019..	4.44	41	42.75	189.81	22	42.75	189.81		182.04
108020..	6.59	393	56.43	371.87	197	42.75	281.72	90.15	2,589.07
108021..	160.11	11,123	235.98	37,782.75	5,562	178.00	28,499.58	9,283.17	178,903.53
108022..	5.04	10,447	229.14	1,154.86	5,224	173.00	871.92	282.94	52,662.86
108023..	19.11	144	42.75	816.95	72	42.75	816.95		2,751.44
632,896.78					458,241.79				25,369,963.79

## STATEMENT OF JAMES S. TEMPLE.

The CHAIRMAN. State your full name.

Mr. TEMPLE. My name is James S. Temple. I am the manager of the Denver branch of the Western Newspaper Union. At this office we print a portion of about 200 different papers—most of them being of the class known as country weeklies. At its different offices the company I represent print a portion of over 4,000 different papers. In his address before your committee in New York City, Mr. Madden, the Third Assistant Postmaster-General, referred to our company in a manner that we consider very unfair and unjust to ourselves and to the thousands of publishers whose agents we are. He is quoted as saying:

To get the benefit of this free rate a publication must be printed, in whole or in part, and published in the county. Whatever may have been the intent of this provision, there are many cases where there is only a technical compliance. The greater parts of very many of the newspapers circulated in the mails

under this free provision are printed in one central office located in some large city. Copies are sent by express or freight to local points. There some additional matter is printed upon them and they are given a name peculiar to that locality. In effect it is one great publication split up under many different titles and scattered broadcast. By that process it comes into the mails from many alleged publishers free of postage, whereas, if mailed by the real publisher from the central office at least 1 cent a pound would be required upon all copies except those circulated in one county.

For a long time there has been in existence an institution known as the Western Newspaper Union. It is located at Chicago and New York. They have a list of publications running into a good many hundreds. The question is whether the New York house or the Chicago house is the real publisher, or whether the man at the local point is the publisher who prints some thing on it. This publication was entered and the lists are here. If you desire to place an advertisement in one of the publications you must deal with the Western Newspaper Union, not with the local publisher. The question is, who is the publisher of all those papers?

That the ready-print houses are the real publishers of these papers and have adopted the system of printing above described to secure free postal facilities we deny most absolutely and emphatically.

We do not own in whole or in part any of the papers using our service.

We have no control over the editorial or business policy of the papers.

We do not control the advertising, even of the pages printed by us.

If an advertiser desires to be represented in some particular paper he must deal with that paper direct, as we can give him no assurance that any paper on our list this week may not cancel their order with us to-morrow.

A large number of the papers printed by us refuse us permission to run any advertisements at all on our side. Other papers refuse permission to run any advertisements except such as are furnished by themselves, and for which they receive the pay, while still others permit us to carry advertising which we solicit and for which we collect, and also furnish us with more or less of their own local advertising to run on our side.

Even in cases where the publisher consents to our inserting our advertising he reserves the right to object to certain particular advertisements or some special class of advertising, and when such objection is made such advertisements are invariably omitted.

The ready-print system is designed primarily to furnish the country publisher with news and literary matter fresher and more abundant in quantity than he can afford to get in any other way. He is charged a price, by the quire, depending on the size of the sheet and the circulation of the paper.

In the early days of the business these sheets contained nothing but reading matter. As the business grew, however, it was found that they could be furnished at a somewhat lower price if the house supplying them were allowed the privilege of carrying a few columns of advertising. The company I represent has men employed at both New York and Chicago soliciting these advertisements, and the catalogues to which Mr. Madden referred were prepared to help them in their work. In New York we have no publication office at all. In Chicago we have one which supplies contiguous territory, but is independent of the advertising department. At this Chicago office and at a number of our other offices we receive the full Associated Press service for the benefit of our customers. We employ also a

great many special writers and use a vast amount of copyrighted serial stories.

As the value of our service depends largely upon its freshness it has been found necessary to establish branch houses at many points, and at each of these offices there is collected not only the more important general news of the world, but the latest local events of interest in that particular State. In comparatively few cases are we able to satisfactorily serve a customer who is located more than 200 miles from his source of supply.

Not only does the publisher have absolute control of his advertising, as related above, but he controls also the kind of reading matter. As there are sometimes a dozen papers in the same county desiring our service we are compelled to provide a great variety of matter, so that there may be no monotonous duplication. The list from which he chooses includes political matter of all shades, religious, sporting, scientific, temperance, agricultural, mining, fashions, short stories, continued stories, labor, sensational, etc. Altogether we prepare over 200 columns of matter a week from which he may select.

We have no contracts with the publishers which bind them to us in any way. They can discontinue their order any moment. They can also change their style of make-up on a day's notice, a thing which frequently occurs.

We have absolutely no interest in, or control over, the policy or business of the papers supplied. We simply fill the order of our clients for the kind and amount of service ordered, the same as blank paper or a syndicate-story service might be supplied.

We do not understand that the right of a city paper—either daily, weekly, or monthly—to have its mechanical work done at an outside office has ever been questioned. We believe that a very large majority of the religious and literary weeklies and monthlies have found it to their advantage to have this work done at plants not operated by themselves. We contend that the country publisher should have the same privilege, and we claim that county and State lines should not limit his freedom in this regard.

The business I represent has been in existence over forty years and has had no small part in the settlement and development of our country. We protest most vigorously against any change being made in the postal laws which shall penalize those who use our service. We claim our service is to the country paper what the Associated Press service is to the great daily, and that both are entitled to the help and sympathy of the Government rather than to its opposition.

In support of the contentions made in this brief I would like to leave with the committee a complete file of all of the papers printed at our Denver office containing our advertising. A careful examination will corroborate every statement made above.

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#### STATEMENT OF EVERETT SISSON.

The CHAIRMAN. State your full name.

Mr. SISSON. Everett Sisson.

The CHAIRMAN. And you represent what?

Mr. SISSON. The Religious Weekly Publishers' Association.

The CHAIRMAN. Where do you reside?

Mr. Sisson. In Chicago.

The CHAIRMAN. Is the Religious Weekly Publishers' Association a national association?

Mr. Sisson. Yes.

The Religious Weekly Publishers' Association includes in its membership publishers of periodicals in all the Protestant denominations, of numerous publications issued under Roman Catholic auspices, and of periodicals representing the Jewish faith, besides papers representing other phases of religious belief.

Since the meeting of this Commission in New York City, October 1, I have personally spent a great deal of time in going over the stenographic reports of the hearings, and I am frank to say that the Commission has my sympathy in the difficult questions which they are endeavoring to adjust.

This association does not ally itself with any who have suggested that this Commission's work could possibly have the effect of "muzzling the freedom of the press." We do not think that there is any necessity of an argument before this Commission to show the value of a "free and unfettered press." We have no doubt that the honorable members of the Commission value the public services of the American press of all legitimate classes as highly as anyone could.

We confine ourselves, therefore, to the practical problems before the Commission and beg to submit our views of these problems as we see them from our standpoint.

Without in any sense reflecting upon the standing and claims to consideration of periodicals of the various other classes, we desire to point out to you, first, the fact that, as we believe, the typical religious weekly of the times approximates very closely that ideal of a serviceable organ of popular education which was in the mind of Congress when it made the very liberal provision for second-class entry set forth in existing statutes. The religious paper is almost invariably edited sincerely in the interest of the subscriber. The limitations implied in the very term "religious publication" preclude it from rolling up a large subscription list through the use of sensational matter. Those who buy it and read it do so because they feel a genuine need for the cultural matter which it provides. The high aims and tone of such a paper further operate to limit the character of the advertising it can handle, and this accounts for the comparatively small proportion of advertising carried by this class of publications. If you were to consult any experienced publisher or advertising agent in this country with regard to starting a religious paper for the sake of the advertising returns, the proposition would be met with instant ridicule.

Reports from members of the Religious Weekly Publishers' Association indicate that on an average only about 17 per cent of the space in religious weekly periodicals is given up to advertising. This puts all this sort of publications very remote from papers published primarily as advertising media. Religious periodicals as a class are more dependent on subscription income than typical papers of most other classes. Very few religious periodicals pay dividends, and it is safe to say that if the earning of profit was the principal consideration in their establishment and continuance practically all the capi-



tal invested in this field would long since have been withdrawn and devoted to more profitable uses. Many religious papers are run at constant loss, deficits being met by supporters interested in the perpetuation of their influence.

Religious weeklies, generally speaking, are conducted in what is conceived to be the higher interests of all the members of the refined Christian home. Many have no denominational restrictions. In those that have the denominational emphasis is not so great as it is sometimes conceived to be by those who are not familiar with the character of the matter printed in these papers. They are Christian rather than sectarian. Denominational news is indeed a large feature in most of them. It is of interest to many excellent citizens, and there is practically no other way in which it can be disseminated. The news element is, however, by no means confined to the bounds of a single denomination. Usually there is a considerable amount of information in regard to religious progress throughout the world which can not be obtained in secular newspapers. In addition to this, secular affairs and intellectual and moral progress in general are treated from the religious view point.

On the literary side, while the religious papers, being limited in funds, can not command the services of the more famous writers, yet we believe that a survey of the religious press will demonstrate the use of a large amount of matter of a very high inspirational and educational quality, while the trivial and the meretricious are absent.

We have stated these facts for the purpose of indicating that the religious weekly has a large field of usefulness, that its purposes are sincere, and that it may reasonably be taken as a sort of publication, which, under the spirit of the present postal law, is entitled to the greatest consideration.

In addition to this we wish to say that it is the desire of the publications in this association to obey that law in accordance with the spirit in which it was framed.

We believe that the principle of fostering popular educational influences, on which the present law is based, is a wise and a just one, and that Congress in ordaining the law was fully cognizant of the general effect which it would have on the affairs of the Post-Office Department, on private publishing business, and on the public at large. Its outcome has not been different from what was anticipated, except possibly as to some unforeseen evasions of its spirit.

As shown by the Third Assistant Postmaster-General in his statements before this Commission in New York City, the head of the Department has been able under the present law, by mere administrative measures, to eliminate certain claims and practices which contradicted the fundamental intent of that law. These have been named here to-day and I will not go over them again.

First, the practice of sending books through the mail at the second-class rate of 1 cent a pound.

Second, the custom on the part of news agents of returning unsold copies to publishers at the rate of 1 cent a pound.

Third, the excessive use of free copies under the sample-copy privilege.

Fourth, the appropriation by schools conducted for private gain of the second-class privilege granted to institutions of learning.

If these encroachments upon the spirit of the law can be cured administratively, we believe other excesses can be curbed in the same way.

We realize, however, that the path of the honest and faithful official is beset with many difficulties; difficulties which it seems to us are almost equaled by those confronting this Commission in endeavoring to find some better basis for regulating second-class matter, than the present law affords.

Though the difficulties of enforcing this law with absolute equity both to the publisher and to the Government are manifest, we may be permitted to doubt the possibility of enacting any law that will not require equal discretion on both sides. It is not necessary for us, who are laymen, to point out to the honorable commission who are versed in legislation, the fact that practically all laws, no matter how carefully worded, eventually require executive or judicial interpretation.

By way of remedies for practices now complained of, we beg to submit the following for the consideration of the Commission as suggestions of the Religious Weekly Publishers' Association:

#### SAMPLE COPIES.

The reports which come to us from the religious publications in our association show the use of less than 5 per cent of sample copies, and the recommendation on the part of these publications is that the proportion of sample copies used be limited to 15 per cent of the total number of subscribers.

A point might be raised against this provision by new publications on the basis that it would be unfair not to allow to a new publication a better chance to build up its subscription list at the beginning. This might be obviated by allowing a greater percentage of sample copies to new publications. For instance, 100 per cent the first year, 75 per cent the second year, 50 per cent the third year, 25 per cent the fourth year. At the end of the fourth year they would be on the same basis as the older publications.

#### LEGITIMATE SUBSCRIPTIONS.

We believe that it would be impossible to define what constitutes a legitimate subscriber so that it would apply to all periodicals with equal justice. Bearing on this subject, reports from the publishers of religious weeklies show more than 90 per cent of the subscribers whose papers are continued beyond the time for which they are paid in advance eventually meet their obligations. While we should not object to such restrictions as will determine all subscribers to be bona fide, the difficulty of a limitation upon the continuance of past-due legitimate subscriptions is, we think, very great. The most practical suggestion that presents itself to us is that the publisher be required to furnish a sworn statement as to his methods with reference to his subscription list, his methods of securing subscriptions, and what his methods are in securing pay from his subscribers, with a penalty attached for misstatement. We concede that second-class rates should be denied to any publication which retains on its lists habitually subscribers from whom no payment of arrears is expected.

## PREMIUMS.

Reports from members of our association show that less than 3 per cent of their subscriptions are secured by means of premiums. It was further developed that 50 per cent of the religious weeklies do not use any premiums whatever in the solicitation of subscribers. If the abolishment of premiums in connection with subscriptions would lessen the difficulties of the Post-Office Department, the religious publishers would not offer any serious objections thereto.

## SENDING BILLS.

Under the present law a publisher is permitted to send a notice of expiration of a subscription or a bill for the subscription to a subscriber by merely inclosing it in the paper which goes to that subscriber. We should favor the discontinuance of this practice.

## POSTAL COMMISSION.

Almost without exception the publishers of religious weeklies, realizing that it would be impossible ever to draft a law which would not itself require interpretation and so raise new problems, recommend the appointment of a postal commission of five members, at least two of whom shall be men of wide experience in the publishing business. The purpose of this commission would be to relieve the Postmaster-General from deciding the questions which must constantly come up for interpretation, leaving to him the executive work of carrying out the decisions of this commission, subject to a review by the courts. We believe that the Post-Office Department, under a properly constituted commission of that kind to enforce this law, would be able to relieve itself of nine-tenths of the difficulties which have been pointed out to this Commission.

In making this presentation in behalf of religious periodicals we have not, so far, gone into discussion of second-class postage rates. We do not believe that Mr. Madden's suggestion for the consolidation of second and third classes in the rating of mail and the establishment of a flat rate of 4 cents a pound on all printed matter, without distinction, would be favorably regarded by this Commission unless it should prove impossible to distinguish accurately between bona fide periodicals published in the public interest and other publications "designed primarily for advertising purposes or for free circulation or for circulation at nominal rates," as Congress originally intended. But after offering our suggestions, which we deem certain to make the discrimination necessitated under the statute far more easy and accurate than before, we feel that it is not at present requisite to enlarge on the objections to a measure which would be generally regarded as a last resort in the failure of other remedies. We may, however, indicate very briefly the grave injustice which would be worked to the publications represented by this association and to its reading public by any increase in the postage rate. From responses received by this association to inquiries made among the members it appears not too strong to state that four-fifths of the religious periodicals of the country would be forced out of business by an advance of 3 cents a pound on their mailing charges. Their only avenue of

escape from this fact would be to advance their subscription charges, which would probably be equally disastrous.

The business of these publications has been adjusted to the general terms prescribed by the Federal legislators in the act of 1879. These publishers have accepted in good faith the public policy on which this act was designedly based—the principle that popular government is made easier by the circulation of a high character of periodical literature. These publishers venture to maintain that in their publications they have met the expectations of the Government as to the beneficial influence which would be exerted by a conscientious press thus encouraged.

If it should be conceded that under existing laws first-class mail pays the cost of transporting large quantities of second-class mail, that result is nothing other than what was deliberately contemplated by Congress when the legislation was passed. The reading public considers itself the beneficiary of cheap second-class postage. The "cent-a-pound" law was popular when it was passed, and there has been no sign of a change of feeling in regard to it. With the books of the Post-Office Department rapidly coming to a satisfactory balance with present revenues, a proposal to increase those rates in any particular would appear to be justified only by an important administrative crisis. We do not believe any such crisis now exists.

In considering the rate paid by second-class matter for its transportation through the mails, it would seem only fair that the amount of first-class mail created by the second class should have consideration as a partial supplement. While we have not been able to gather statistics absolutely accurate, we find, as near as we are able to come at it, that the religious weekly publishers for every \$100 paid out for second-class mail also pay out \$80 for first-class mail and receive in first-class mail \$50. Thus it will be seen that if a publication enjoying second-class privilege were wiped out of existence it would also quite largely affect the first-class mail. We have not taken into account the first, third, and fourth-class postage created because of the advertising carried in these publications, which also amounts to a very large sum.

In making comparisons of the bulk cost of handling different classes of mail, the statistics of the Post-Office Department have been based on a level average cost per pound. We think an allowance ought to be made here in favor of second class. It certainly does not cost as much to handle a pound of second-class matter, with an average of 4 pieces to the pound, as it does to handle first class with 42 letters or 165 postal cards to the pound. The second class is always delivered to the post-office, and is usually routed ready to go in the cars, while the first class must be gathered from mail boxes, canceled, distributed, and probably handled again on the cars.

We believe it would be a wise provision if the accounts of the Post-Office Department might be so kept that they would show the cost on the amount of matter carried by the Post-Office Department for each of the other Departments of the Government, so that each Department might stand upon its own basis.

The Religious Weekly Publishers' Association desires to take this occasion to express its hearty and absolute confidence in this Commission. We do not in the least regard the deliberation of the

Commission as a menace to our interests. We appreciate the courtesy which has allowed us to put before the Commission this statement of the way our business would be affected by various propositions under your consideration. We desire no special privileges not accorded to other publishers who are doing equal public service. That your wisdom and justice will work out a solution that fully cares for all our legitimate interests we have the utmost confidence. In this spirit the Religious Weekly Publishers' Association leaves the whole subject to your just judgment.

The following are the members of the Religious Weekly Publishers' Association:

Baptist Tribune, Dallas, Tex.  
 Inter-Mountain Christian Advocate, Salt Lake City, Utah.  
 Friendship Banner, Rock Hill, S. C.  
 Florida Christian Advocate, Live Oak, Fla.  
 Christian Appeal, Greenwood, S. C.  
 Free Will Baptist, Ayden, S. C.  
 Christian Intelligencer, 149 Church street, New York City.  
 Primitive Christianity, Wichita, Kans.  
 Western Christian Advocate, Little Rock, Ark.  
 Herald of Gospel Liberty, Dayton, Ohio.  
 Montana Catholic, Butte, Mont.  
 The Westminster, Philadelphia, Pa.  
 Wanderer Printing Company, St. Paul, Minn.  
 Southern Presbyterian, Atlanta, Ga.  
 Sunflower, Lily Dale, N. Y.  
 Texas Christian Advocate, Dallas, Tex.  
 Folke-Vennen Publishing Company.  
 The Standard, 324 Dearborn street, Chicago.  
 Alabama Baptist, Birmingham, Ala.  
 Herald of Life, New Haven, Conn.  
 The Tidings, Los Angeles, Cal.  
 Friends Intelligencer, Philadelphia, Pa.  
 Pittsburg Christian Advocate, Pittsburg, Pa.  
 The Evangelical, Harrisburg, Pa.  
 Church Advocate, Harrisburg, Pa.  
 Reformed Church Record, Reading, Pa.  
 Messiah's Advocate, Oakland, Cal.  
 Baptist Record, Pella, Iowa.  
 True Voice, Omaha, Nebr.  
 American Israelite, Cincinnati, Ohio.  
 Western World, Des Moines, Iowa.  
 Our Hope, Mendota, Ill.  
 Der Presbyterianer, Dubuque, Iowa.  
 Young Churchman Company.  
 Christian Witness, Chicago, Ill.  
 Our Church Record, Greensboro, N. C.  
 Baptist Observer, Greensburg, Ind.  
 Messenger, Owensville, Ind.  
 The Kirchenzeitung, Cleveland, Ohio.  
 St. Louis Christian Advocate, St. Louis, Mo.  
 Morning Star, Boston, Mass.  
 Southern Churchman, Richmond, Va.  
 Firm Foundation, Austin, Tex.  
 Church Advocate, Harrisburg, Pa.  
 American Baptist Publication Society, Philadelphia, Pa.  
 Ohio Waisenfreund, Columbus, Ohio.  
 Universalist Leader, Boston, Mass.  
 Revista Catolica, Las Vegas, N. M.  
 Texas Holiness Advocate, Greenville, Tex.  
 Kristiege Talsmand, Chicago, Ill.  
 Advance, Chicago, Ill.  
 Christian Conservator, Huntington, Ind.

Religious Herald, Richmond, Va.  
 Cumberland Presbyterian, Nashville, Tenn.  
 Lutheran Evangelist, Dayton, Ohio.  
 Christian Standard, Lookout and Christian Weekly, Cincinnati, Ohio.  
 New York Observer, New York City.  
 Christian Index, Atlanta, Ga.  
 Baptist Record, Jackson, Miss.  
 Baltimore Southern Methodist, Baltimore, Md.  
 Christian Register, Boston, Mass.  
 Bikuben, Salt Lake City, Utah.  
 Zion's Herald, Boston, Mass.  
 North Carolina Christian Advocate, Greensboro, N. C.  
 Living Church, Milwaukee, Wis.  
 Christian Instructor, Philadelphia, Pa.  
 Central Presbyterian, Richmond, Va.  
 Home Journal and News, Yonkers, N. Y.  
 Western Catholic, Quincy, Ill.  
 Cumberland Banner, Jasper, Tenn.  
 Presbyterian Standard, Charlotte, N. C.  
 The Word and Way.  
 Christian Union Messenger, Greencastle, Ind.  
 Brethren Evangelist, Ashland, Ohio.  
 Episcopal Recorder, Philadelphia, Pa.  
 Christian Observer, Louisville, Ky.  
 Christian Publication Company, St. Louis, Mo.  
 General Baptist, Sikeston, Mo.  
 Michigan Christian Advocate, Detroit, Mich.  
 The Peninsula Methodist, Chestertown, Md.  
 Lutheraneren, Minneapolis, Minn.  
 The Churchman.  
 Michigan Christian Herald, Detroit, Mich.  
 Northwestern Christian Advocate, Chicago.  
 Epworth Herald, Chicago.  
 Central Christian Advocate, Kansas City, Mo.  
 Western Christian Advocate, Cincinnati, Ohio.  
 Christian Advocate, New York.  
 Ram's Horn, Chicago, Ill.  
 The Interior, Chicago, Ill.

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**STATEMENT OF H. S. SAYLOR.**

The CHAIRMAN. What is your full name?

Mr. SAYLOR. H. S. Saylor.

The CHAIRMAN. Where do you reside?

Mr. SAYLOR. In Minnesota.

The CHAIRMAN. What is your occupation?

Mr. SAYLOR. Newspaper printer and publisher.

The CHAIRMAN. What publication do you issue?

Mr. SAYLOR. It is a Sunday newspaper. This is the popgun or handcar of this investigation. We thought it ought to be represented in some way, since it has been represented that the free county service should be stopped.

The CHAIRMAN. You speak from the point of view of the country newspaper?

Mr. SAYLOR. Yes; representing the Minnesota Editorial Association, composed of approximately 350 publishers of country newspapers.

On behalf of that association and in the interest of all country newspapers in the United States, I desire to protest against any change in the postal laws which would deprive the country weekly of the free county service, for the following reasons:

(1) The free county delivery is made by the post-office system with practically no expense. An average of about one-half the newspapers from a country office are delivered directly from the home post-office. Of the remainder at least two-thirds are carried to other points in the same county through the railway mail service, and it is doubtful if the average distance of the haul is as much as 25 miles. But a very small fraction of this mail ever reaches a terminal point where weighing is done; consequently it only slightly affects the mail weights as determined by the railroads and the Post-Office Department.

The small percentage which is delivered outside the county is paid for at the rate established, and if that rate is less than the cost of handling I am very confident a large majority of country editors will make no protest against an advance in the rates to a point which will cover the cost.

I claim that if the Post-Office Department did not receive memoranda of weights from postmasters it would scarcely know it was handling these country weeklies, the distribution being confined to so small a territory.

(2) Under the policy of the Government the people are entitled to the free county delivery of newspapers.

The tendency of the commercial system is to collect the surplus from the rural districts and hold it in large cities, and the policy of the Government is to provide conveniences for the rural district, even though revenues are not sufficient to meet the cost, as is true of the rural mail routes. A delivery of mail was made at Nome, Alaska, last winter which cost the Government \$8 for each piece.

It has been suggested that because much of the country weekly delivery is now made on rural routes the free county delivery should be discontinued.

It is generally assumed, and possibly true, that the rural free delivery has been a detriment to country weeklies, as large daily papers are delivered promptly at so low a subscription price they have in some instances replaced the country weekly. Papers of large circulation have been able to make low prices from various causes which need not be enumerated here. This has forced the country weeklies to reduce subscription price without the corresponding reduction in cost of production.

When rural routes first began to be established, country editors, for the most part, advocated them for their localities and assisted in securing them, though they realized they would probably be a detriment rather than a benefit to their business by reason of added facilities to competitors. That statement may appear incredulous in this commercial age, but, as a class, the country editor is unselfish when the question is between the interest of the community and his private business. Having taken that position at a possible sacrifice, it would seem to be the irony of fate that the rural routes should be the weapon used to attempt to deprive him of the free county service under which his business has been established.

The country press has not abused the second-class mail privilege in any way, and should not be made to pay the penalty for abuses by other classes of publications. Furthermore, the amount would not exceed \$100,000 per year if the present rate were applied to the entire issues of the country weeklies.

By that it would appear that it would be impossible to fill up this hole with the revenue from the country weeklies, as it would be only \$100,000 a year.

Though country papers are not so ably edited as the metropolitan press, each has a responsible head held accountable for the policy of the paper. Their editorial arguments are in the interest of their communities, or at least are so intended.

Editorials in the city press are more in the nature of lawyers' briefs, and the arguments are for the position suggested by the business office. Even in the news service facts are omitted or so stated as to influence the reader in forming his opinion. The country editor is close to the people, and his business life would be short if he failed to give them "a square deal." Therefore the country press should be encouraged and not required to assist in making up a deficit for which it is in no way responsible.

As a representative of country publishers, I also protest against any change in the postal laws which will deprive the country editor of the so-called "ready-print service," as this is his only available general news and miscellaneous syndicate. It is necessary that a paper shall contain matter other than editorial and strictly local news, and by the ready-print system he is able to buy his paper with one side printed at a central office much more cheaply than the work could be done in his own office. The colored and magazine supplements and some other parts of the blanket Sunday papers are printed in the central office and are in the same class as the ready print.

Many publications have editorial offices only, with no printing plants, having the work done at job offices. The country weekly should be entitled to the same privilege.

In most, if not all, of the States county officers are required by law to make certain reports and to publish certain notices in one or more local papers. In many instances these notices take the place of personal service, and in some cases, as, for instance, the sale of property for delinquent taxes, property may be confiscated without other notice than that received through the country paper. This policy of the Government can only be justified on the assumption that every taxpayer can afford to take his local paper. In order to facilitate publicity the National Government decided to help to the extent of waiving any expense incurred in getting this paper to him.

While the country weekly appears to be the least in importance of all periodical publications, its relation to the farming communities makes it worthy of consideration, and I hope no change will be made in the postal laws which will embarrass even the most humble country editor.

Senator CARTER. I think we had better let the country editor out.



## STATEMENT OF G. H. TEN BROEK.

Mr. TEN BROEK. Mr. Chairman and gentlemen, I see the hour is late. I should like to address the Commission in the morning. I arrived here from St. Louis only this morning, and some things have been said here this evening which will modify the figures I had prepared. I have had the temerity to go into the actual cost of carrying the second-class mail, and I think I have something which will be illuminating to this committee.

The CHAIRMAN. How long a time do you want?

Mr. TEN BROEK. Probably an hour. I have gone into the question very minutely and elaborately. It has taken a great deal of time to find out, and I hope it will be of some service to the country.

Representative OVERSTREET. Have you a printed brief?

Mr. TEN BROEK. Yes; but I want to amend this somewhat, in view of what I have heard here to-day.

Representative OVERSTREET. Perhaps we had better wait until the rest have been heard, because you may want to modify it again.

The CHAIRMAN. The hearings are pretty nearly concluded, as far as I know, except the Government people.

Mr. TEN BROEK. There is just one other question I want to touch upon, and that is the administration of the present law. For example, there are only two publications like ours in the country, and this fine body of law that is being built up, that we hear about to-day, operates in this way: I have a case before the Treasury Department, and if there is a ruling in the Treasury Department on a certain article imported and that ruling in the courts is in favor of the importer making the contention, the Treasury Department immediately gives the balance of the importers of the country the benefit of that ruling; but the Post-Office Department does not do that. It seems there has been no general ruling from any decision. That was a matter I wanted to call attention to before the Commission, with reference to an amendment to the law on one point.

The CHAIRMAN. Whom do you represent?

Mr. TEN BROEK. I represent the Mercantile Digest Publisher Company, of St. Louis. I am a large stockholder in the company. I am also its attorney and its president. There are only two publications of the kind in the country. One is in, and consequently it does not care to be heard before this Commission.

Representative OVERSTREET. Are you still before the Department or in the courts?

Mr. TEN BROEK. We have been five years in the courts. The Department has not particularly pressed our case, nor have we.

Representative OVERSTREET. I should like to know whether your argument is along the line of your contention for admission or along the general line of the subjects before this Commission.

Mr. TEN BROEK. I will eliminate from the argument any contention for admission.

Representative OVERSTREET. That would not probably be properly before the Commission.

Mr. TEN BROEK. Well, I have a printed brief on the other subject, which might interest the Commission, as showing the general workings of the law, which I think ought to be understood by the Commission.

Representative OVERSTREET. If you eliminate this contest between your publication and the Department, how long will your argument take?

Mr. TEN BROEK. The balance of it would take fully an hour. I should like to get some further figures to add strength to my position. I will say that while the computation has been made on an entirely different basis, the conclusion which has been reached is substantially the same as mine.

Senator CARTER. I move that the Commission adjourn until 10.30 to-morrow morning.

The motion was agreed to.

Accordingly, at 5 o'clock and 10 minutes p. m., the Commission adjourned until Tuesday, November 27, 1906, at 10.30 a. m.

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WASHINGTON, D. C., *November 27, 1906.*

The Commission met at 10.30 o'clock a. m.

Present: Senators Penrose (chairman) and Carter; also Representatives Overstreet, Gardner, of New Jersey, and Moon, of Tennessee.

The CHAIRMAN. The Commission is prepared to hear Mr. Ten Broek, as announced last evening.

#### STATEMENT OF G. H. TEN BROEK.

The CHAIRMAN. Mr. Ten Broek, will you kindly state in what relation you appear before the Commission.

Mr. TEN BROEK. I am president of the Mercantile Adjuster Publishing Company, of St. Louis, Mo.

The CHAIRMAN. You may proceed with any remarks you wish to submit to the Commission.

Mr. TEN BROEK. Before going into the question of the cost of second-class matter, I should like to touch upon one or two points made in yesterday's papers and addresses. I will first endeavor to show how difficult it would be to amend the law so as to state with exactness what publications should contain in order to entitle them to second-class rates. Mr. Collier touched upon the point of a possible ratio between advertising matter and reading matter. The publication which I represent is a peculiar illustration of why that rule could not work. For instance the November number of the publication contains 91 digests of legal opinions—opinions covering 258 pages of the West Reporter System. The 4,000 lawyers who advertised in that publication covered 110 pages of advertising matter, and the list of banks, 114 pages. The question would naturally come up before any committee or commission or individual who would try to get the proportionate amount of reading matter, as in those digests which really represented 258 pages of opinions; and lawyers would rather have the digests, unless they are interested in a particular opinion, than the opinions themselves.

I should like for just a moment, in order to get it clearly in the record and clearly before the minds of the members of the Commission to touch upon this consistent body of law which has been built up. In order to do so, it is necessary to trace just for a moment the history

of this movement which found its inception in the now famous postal laws and regulations amended, No. 276, by which the Department attempted to confine second-class matter to current news or miscellaneous literary matter. As a lawyer, the moment I saw that regulation, I felt that it could not for a moment stand in the courts, and so advised my clients. But the Department went on and ruled out, in an incredibly short space of time, about 700 publications. I believe, under that rule.

Then one publisher, the publisher of the Official Railway Guide, attempted to compel the admission of his publication by proceedings in court. He was successful in the court below. The case was appealed, and the Department was again defeated. Then the Department concluded to call in Mr. Johnson, to fight that case. But when Mr. Johnson got into that case, the appeal was dismissed in the Federal Supreme Court.

Then the Department changed its tactics, and took its very strongest case, and the weakest, from the standpoint of the publishers—that of books—and carried it through and managed to get a divided opinion on that, with Mr. Johnson, its able counsel.

Now, as I stated yesterday, in the Treasury Department, if there had been a question as to the duty on a certain article imported, if the importer had obtained a ruling in his favor, that ruling would apply to all similar cases. But the Post-Office Department does not follow that rule. If the Department would only follow this consistent body of law which is being built up, then there would be no objection. But I question—Mr. Glassie could probably answer the question—whether there has been a single case in which the Department has withdrawn the order of cancellation because of that ruling in the Official Railway Guide case. If there has been, I should like to know of it. If there has been, I have not heard of it. That is what is the objection to this consistent body of law.

It finally ended in this one case, in which the Supreme Court has almost said that the Post-Office Department is final and supreme. It does not say so in so many words, but whenever anybody goes before the Post-Office Department they hold up this decision. They say nothing about the other decision. I question whether if a man to-day went with a work of reference to the Post-Office Department and asked admission for it, it would be admitted. In fact, I know it would not, notwithstanding the fact that there is a decision to the effect, which is binding so far as the Post-Office Department is concerned, that works of reference are information of a public character. That is a point which I trust the Commission will cover in some way in its report, that when there has been a decision such as the one I have spoken of the Department shall say to the publishers who have been ruled out that under that decision they are admitted. The history of this movement will never be written fully, the tragedy will never be written, until the 700 poor devils who were declared out under this void ruling, declared void by the courts, have been invited to come in.

The CHAIRMAN. How many have been ruled out in the last eight or ten years?

Mr. TEN BROEK. I do not know. It should go back to the void ruling, the ruling which the courts have declared void, and somebody should say to those people who have been ruled out, "This great and good Government has made a mistake. Unless you are absolutely

dead, come back and we will let you in." But no; if anybody applies to the Post-Office Department they say, "My friend, you are dead and you do not know it, and you must stay dead." They appeal to the Supreme Court decision, which does not say in so many words that the decision of the Post-Office Department is final, but comes dangerously near it. I will again give it, because the discussion yesterday was only incidental:

We have reviewed the action of the Postmaster-General, and it is not intended to intimate that in every case hereafter arising the question whether a certain publication shall be considered a book or a periodical shall be reviewed by this court. In such cases the decision of the Post-Office Department rendered in the exercise of reasonable discretion will be treated as conclusive.

What the court would say was a reasonable discretion when a case came before it. Just what stand they would take we do not know. But the Department takes the stand that its decision is final. I say, however, that the ruling on the question of works of reference is final and is binding on the Department, and the Department now should send word to every publisher who has been ruled out on the ground that he has a work of reference and say to him, "This Government has made a mistake and will let you in."

Senator CARTER. If the individual formerly ruled out should make a new application—that is, one subsequent to the date of the decision to which you refer—would not the case be passed upon in the light of the decision?

Mr. TEN BROEK. No; it is not passed on in the light of the decision. I know of one case exactly like that. In fact, the Post-Office Department, when this matter was up for discussion, said, "This question of works of reference is before the courts." When that case was settled, I went before the Post-Office Department, and the Department said, "Well, every case must rest on its own bottom." There ought to be some general ruling. A work of reference may be a price list. It may be a time-table. As it happens, in the case passed on, a time-table was involved. A time-table is not a necessity. You may telephone to the station and find out when a train leaves. It is not a work of necessity like a price list is. But if you go to the Department and ask the Department to enter a price list, you will be turned down very quickly. There have been decisions from which the Department appealed, and then dismissed the appeal. Consequently they are binding upon the Department. It was held that a time-table is information of a public character. If I am wrong in my statement of the decision, I ask Mr. Glassie to correct me.

Mr. GLASSIE. I am not called upon to discuss this question. If the Commission desires any information from me, I shall be glad to give it.

Representative OVERSTREET. I do not think——

Mr. GLASSIE. I will only say now that that statement is entirely erroneous.

Representative OVERSTREET. I do not think it is the province of the Commission to hear discussions of cases pending in the courts. Yesterday I suggested that this matter be omitted by Mr. Ten Broek in his argument. I do not think it is fair either to the Government or to the parties litigant that the Commission should assume jurisdiction of a case now in the courts.

Mr. TEN BROEK. Excuse me. You do not quite understand why I am introducing this.

Representative OVERSTREET. I think your effort to involve Mr. Glassie in a controversy with you would indicate that you are——

Mr. TEN BROEK. No; I want to be right before this Commission. I do not want to make a mistake.

The CHAIRMAN. We understand the preliminaries.

Senator CARTER. I should like to ask a question, in order to make more clear what you wish to develop. Do you mean to be understood as saying that the Post-Office Department pays no heed whatever to the judgment of the court on a given state of facts?

Mr. TEN BROEK. Practically, that is right, Senator. When I say that a railway time-table, which was excluded because——

Senator CARTER. Let us stay by the principle rather than to go into specific cases. After a given principle has been adjudicated by a court on appeal from a ruling of the Department, or a case coming up for a writ of mandate, do you mean to be understood as saying that thereafter, notwithstanding the fact that the judgment of the court may be clear and specific upon the principle involved, the Post-Office Department pays no attention to the adjudication of the principle?

Mr. TEN BROEK. That is exactly my construction of the position of the Post-Office Department.

Senator CARTER. Will you cite the cases in which the Department has disregarded the adjudication?

Mr. TEN BROEK. The case of the Railway Publication Company is the case which I claim should govern all similar cases. That publication was ruled out because it was a work of reference. You can not get a work of reference admitted to-day by the Post-Office Department.

Senator CARTER. Was that particular publication admitted?

Mr. TEN BROEK. Oh, yes; of course, after the court had ruled upon it. The Department appealed its case and then dismissed its appeal. That meant that the ruling in that case was final.

Senator CARTER. What was the history of the case? How was the matter brought into court?

Mr. TEN BROEK. Here in Washington, in the Federal court—the District Federal court, and then appealed to——

Senator CARTER. The lower court decided adversely to the Department?

Mr. TEN BROEK. Adversely to the Department.

Senator CARTER. Thereupon the Department appealed?

Mr. TEN BROEK. It appealed.

Senator CARTER. And subsequently it abandoned its appeal?

Mr. TEN BROEK. No; it appealed and lost on appeal. It then appealed to the Federal Supreme Court, and when Mr. Johnson was called into the case it abandoned its appeal.

Senator CARTER. Then the nisi prius court decided adversely to the Government?

Mr. TEN BROEK. That is right.

Senator CARTER. And the supreme court of the District decided adversely to the Government?

Mr. TEN BROEK. The court of appeals of the District of Columbia—I think that is the technical title.

Senator CARTER. The court of last resort in the District? Then two courts having decided adversely to the Government, the Government took an appeal to the Supreme Court of the United States?

Mr. TEN BROEK. That is right.

Senator CARTER. And it abandoned that appeal?

Mr. TEN BROEK. It abandoned the appeal.

Senator CARTER. And the publication was admitted to the mails?

Mr. TEN BROEK. That is right.

Senator CARTER. Your objection now is that the principles decided in that case is not regarded as binding upon the Department in any similar case?

Mr. TEN BROEK. That is the only construction I can put upon the fact that the Department does not now admit works of reference.

Mr. Chairman and gentlemen of the Commission, when in October and November, 1901, the right of The Mercantile Adjuster to pass as second-class matter was first called into question by the Post-Office Department, the workings of that Department naturally became of intense interest to everyone connected with the management of The Mercantile Adjuster, and the subject has been carefully studied, both in the official reports and elsewhere, during the past five years.

As the result of this study we propose to show:

1. That suggestions for equitable legislation, affecting vast business interests, can not with prudence be based upon such conclusions as the Post-Office Department may now present, such conclusions being based upon vague and insufficient data, as the Department does not know within 200,000,000 pounds what weight of mail is handled annually.

2. That when the estimates made by different officials as to the cost of handling second-class mail matter, and stated in different official documents, are applied to the weight of second-class mail matter known to have been handled in the latest fiscal year reported, the variation is found to be more than \$42,000,000.

3. That statistics presented by the Department in its official reports and in the argument submitted to the Postal Commission are subject to criticism, because based on figures that the Department itself has declared to be "unreliable and unsatisfactory," and that have been superseded by later figures which should now be regarded as authority.

4. That the use of "loose estimates," based on insufficient and discredited data, has led to such statements being made in the official reports of the Department and elsewhere as tend to create a prejudice, and thus prevent a fair and impartial consideration of the question; the cost of handling the second-class mail being overstated and the revenue derived therefrom being understated persistently.

5. That the amount of second-class mail does not affect the alleged postal deficit.

6. That official documents, critically examined from the accountant's standpoint, will show that this is the case, because second-class mail pays its own way.

7. That what is needed is a careful and searching investigation by independent experts into the question of expense and returns from this class of mail, such investigation being conducted as it would be by a business house if the accuracy of its books were called into question.

All through the discussions of this topic, and through the reports of the Department, will be found numerous references to the "cost of carrying second-class matter," but we look in vain for any definite figures as to this cost and for the particular items which those who have undertaken to estimate this cost have considered in their calculations.

It is a notorious fact that in business institutions in discussing the expenses of running the business no question is more productive of conflicting opinions than that of the "cost" of a department which is an adjunct to the main purpose of the institution. In discussing this question the heads of the various departments will wrangle until some one asks "What would be the difference in the balance sheet at the close of the year were this department of the business entirely eliminated?" and when this figure is ascertained it ends the discussion. There is no other rational or sensible way of calculating the cost of second-class matter than to find the answer to the question. "What would be the difference in the figures presented by the annual report of the Postmaster-General at the close of the year's business provided second-class matter were extinguished?" There may be endless theories on this subject, but the effect of second-class matter on the balance sheet at the close of the fiscal year is undoubtedly what this Commission wants to ascertain, and that is what I now will endeavor to show.

The calculations have been made as they would have been if applied in mercantile or manufacturing pursuits. If they are wrong, it must be borne in mind that they are based on the figures furnished by the Post-Office Department with certain corrections in these figures which were obviously necessary and which will be explained. The theory throughout this entire paper is that the handling of second-class mail is not the primary purpose of the Post-Office Department; that this service was added after the Department was established; that if it were eliminated not a single post-office would be closed, and the great machinery of the Post-Office Department would have to continue just as it is to-day; that to take the proportionate weight of second-class mail and to state that it should bear the expense proportionate to this weight, and to that alone, is fallacious, unbusinesslike, and misleading; but that the only way to calculate the expense of second-class matter is to find out just how much the addition of the branch of the Post-Office work known as the second-class mail service adds to the running expenses and how much this class of mail yields, giving it credit for every item of revenue which can be traced to it.

In taking up the study of this subject the first point that was considered in connection with it was the deficit, which the Department has alleged is caused by the carriage of so large a volume of mail at less than the cost of handling and transportation. To this claim made by the officials certain publishers have replied that the alleged deficit is decreased as second-class mail increases, because the publications admitted to second-class rates through their advertising columns stimulate first-class mail (from which a profit is derived) to an extent that more than counterbalances the loss incurred by carrying second-class mail at 1 cent per pound.

Where does the truth lie? The officials ought to know what it costs to carry second-class mail. The publishers ought to know the effect

of their advertising department upon first-class mail, for it is evident that while the communications sent in answer to these advertisements do not pass through the hands of the publisher he can gauge the probable number of them by the advertiser's willingness to renew his contract.

The question is one that it would appear can be determined largely by comparison of the increase of the amount of the second-class mail and the amount of the deficit from year to year. If it is the immense weight of the second-class mail carried at a low postage rate that causes the deficit, then the deficit will increase most rapidly when second-class mail increases most rapidly. If, on the other hand, the increase of second-class mail tends to diminish the deficit, then the deficit will increase least in those years in which the increase of second-class mail is greatest.

It is admitted by the Department that the deficit for the last few years has been due to the increase of expense caused by the extension of the rural free-delivery service, and this expense must be reckoned as wholly additional to the other expenditures of the Department because it does not produce any considerable revenue in addition to that which would be otherwise received. Both the Third and Fourth Assistant Postmasters-General in their official reports call attention to the fact that if it were not for this addition to the system the Post-Office Department would have been self-sustaining by this time.

To eliminate this factor let us go back to the time when there was nothing of the kind to interfere with the comparison of figures proposed, when the amount expended for rural free-delivery service was too inconsiderable as compared with the immense expenditures necessary in the Post-Office Department to affect the general result to any appreciable extent.

In order that the argument may be more readily followed we have prepared a small table, based on the official reports for the years indicated and showing these items:

1. The percentage of increase of second-class mail over that handled in the previous year.
2. The percentage of increase of the revenue of the Department.
3. The percentage of the increase of expenditures.
4. The amount of the deficit.
5. The relation which the deficit bears to the expenditures, stated as a percentage.

The figures showing the percentage of increase of second-class mail are borrowed from those presented by the Typothetæ. The figures indicating the rate at which revenue and expenditures had grown are taken from the report of the Third Assistant Postmaster-General for 1902.

*How second-class mail affects the deficit.*

Year.	Second class (per cent of increase).	Revenue (per cent of increase).	Expenditures (per cent of increase).	Deficit (amount).	Deficit (per cent of expenditures).
1895.....	4.1	2.53	2.92	\$9,807,044.63	11.29
1896.....	11.8	7.16	4.65	8,127,088.44	8.97
1897.....	4.7	.20	3.34	11,115,825.13	11.86
1898.....	8.1	7.67	4.34	8,840,789.44	9.03
1899.....	4.9	6.75	6.75	6,413,885.82	6.32
1900.....	8.2	7.71	5.73	4,894,718.84	4.56
1901.....	12.2	9.06	7.26	3,408,413.70	2.96
1902.....	5.7	9.15	8.13	2,544,424.76	2.04



Remember, gentlemen, I do not go for the purpose of this comparison beyond 1902, because after that the entire increase was enormous because of the rural free-delivery system, and the subsequent year should not be taken into consideration for the purpose of comparison.

Representative GARDNER, of New Jersey. Pardon me for interrupting you. Is it not universally admitted that conditions were such in 1902 as to cause a general shrinking in the mails, and that an increase of deficit would have come without regard to any other consideration than the shriveling of business?

Mr. TEN BROEK. For that purpose I have taken the figures from 1895 to 1902, covering a period of seven years. That is sufficient for the point I will make.

Take first the theory of the Department that the increase of second-class mail increases the deficit by increasing the expenditures. If this be the explanation, why did the expenditures increase more in 1902 than in 1901, when the rate of increase of second-class mail in 1902 was less than half as great as in 1901?

Why had an increase of over 8 per cent in the weight of second-class mail in 1900 occasioned an increase of 5.73 per cent in the expenditures, when an increase of less than 5 per cent the previous year in the second-class mail was attended by an increase of 6.75 per cent in the expenditures?

The increase of a little less than 5 per cent in the weight of the second-class mail in 1899 being attended by an increase of 6.75 per cent in the expenditures, why was the increase of over 8 per cent the previous year in the amount of the second-class mail attended by an increase of only 4.34 per cent in the expenditures?

In view of these figures, can it be held that the second-class mail matter causes the deficit by increasing the expenditures?

Take, on the other hand, what we may for convenience designate as the theory of the publishers—that second-class mail matter tends to decrease the deficit by increasing the revenue. We refer to the same table.

If second-class mail matter helps to increase the revenue by stimulating first-class mail, on which there is a profit, why did an increase of 4.1 per cent in the weight of the second-class mail for 1895 bring about an increase of the revenue amounting to 2.54 per cent, while a greater rate of increase of second-class mail in 1897 was attended by an increase of only 0.2 per cent?

If the increase of second-class mail assists in increasing the revenue of the Department, why did an increase of less than 6 per cent in 1902 in the weight of second-class mail cause a greater increase of revenue than double the rate of increase of second-class mail in the previous year had brought about?

In view of these figures, can it be held that second-class mail tends to efface the deficit by increasing the revenue?

Now, as to the deficit itself.

If second-class mail increases it, why was the increase of more than 12 per cent in 1901 in the weight of second-class matter attended by a decrease in the deficit?

If second-class mail helps to decrease the deficit, why does this widely varying rate of increase in the weight handled in 1901 and 1902 produce practically the same reduction in the deficit?

If there is no constant or ascertainable relation between the increase in the weight of second-class mail handled and the fluctuations of the revenues, expenditures, and deficit, can it be held that second-class mail matter causes the deficit?

Representative OVERSTREET. May I interrupt you to ask if you are familiar with the fact that in 1901 there was a considerable appropriation from the postal service directly for the purpose of increasing the salaries of clerks?

Mr. TEN BROEK. I am not aware of that, unless it appears in the figures of the Post-Office Department.

Representative OVERSTREET. It appears in the post-office appropriation act. My recollection is that quite a million dollars at least went directly and for the specific purpose of increasing the salaries of employees already in the service. That would have been an extraordinary expense.

Mr. TEN BROEK. Yes. I think probably that has been included in these figures, because these figures are taken from the totals calculated by the Post-Office Department.

Representative OVERSTREET. Undoubtedly, but I wish to call your attention to the fact that that was an extraordinary expense for that year.

Mr. TEN BROEK. A million dollars would hardly cut much figure in these percentages.

Representative OVERSTREET. From time to time there appear in the post-office appropriation bills extraordinary expenses which might in a degree at least account for some of the increase of expenses.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. I throw that out in connection with your illustration.

Mr. TEN BROEK. I am glad to have that point, but yet it would not affect the point I am making here, or the claim which I make, that the rate of postage on second-class matter is so adjusted to the revenue derived from second-class matter that it exactly pays its own way.

Representative GARDNER, of New Jersey. Not to interrupt you, but to get your theory clearly before the Commission——

Mr. TEN BROEK. I welcome interruptions.

Representative GARDNER, of New Jersey. I wish to get your theory clearly. If I understand you rightly—and if I do not, correct me—your theory is that the Post-Office Department was established for a primary purpose; that the second-class matter and perhaps other classes were taken on afterwards. Now, so long as it can be shown by your theory of figuring that these other classes just pay their way, as additions, that rate should not be disturbed; if there be deficits to be charged anywhere they must be charged back to the primary purpose of the establishment of the Post-Office Department, whatever that was.

Mr. TEN BROEK. That will be developed as I proceed; only probably it would be well for me to make my position on second-class matter clear right here. I fully agree with Mr. Madden that second-class matter should pay its own way. When the cost of it is ascertained I fully agree that it should pay its own way.

Representative GARDNER, of New Jersey. On what theory are we to determine that it pays its own way? As a proportionate part of the

whole, which is one way. But I will repeat, so that you may understand. As I conceive your theory, it is that the Post-Office Department was established for some primary purpose. We need not state it. It may take on second-class matter, or any other classes, or anything, and so long as it is shown or can be shown by your theory of deduction that those additional things taken on are paying the additional cost which they cause the Department to incur they should not be disturbed. That is the idea.

Mr. TEN BROEK. I think you state my views correctly.

Representative GARDNER, of New Jersey. And the conclusion of that would be, of course, that if under the whole system there be deficits which must be met by an increase in the rate of postage they should be charged, as I said before, back to the primary purpose of establishing the Department.

Mr. TEN BROEK. I think so, unless that deficit can be clearly traced to one department, in which event the rate of postage on that one department should be so adjusted as to cover that expense.

Representative OVERSTREET. Before you leave the table which you have been discussing I wish to ask you a question in reference to it. I understand your general proposition is that the greater the increase in second-class mail matter the greater the revenue.

Mr. TEN BROEK. No.

Representative OVERSTREET. Then I shall have to modify my understanding of your statement. That is what I understood you to say.

Mr. TEN BROEK. I stated that the increase of second-class mail does so practically automatically adjust itself that the second-class mail has no effect upon the deficit. [After a pause.] Do I understand you to say, Mr. Overstreet, that the increase of the amount of second-class mail naturally means an increase of revenue?

Representative OVERSTREET. That an increase of revenue follows from an increase of second-class mail.

Mr. TEN BROEK. No; I controvert that theory.

Representative OVERSTREET. You controvert it?

Mr. TEN BROEK. That is the theory of some publishers.

Representative OVERSTREET. Then your contention is that the increase of second-class mail has no effect on the deficit?

Mr. TEN BROEK. That is my contention.

Representative OVERSTREET. Would the decrease of second-class mail have any effect on the deficit?

Mr. TEN BROEK. I do not think we can tell that, because there has been no decrease of second-class mail.

Representative OVERSTREET. I call your attention to your table, opposite page 20. The per cent of increase of second-class mail matter for 1896 was 11.8 per cent.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. And the per cent of increase of deficit, or rather the per cent of deficit over expenditures—

Mr. TEN BROEK. That is the deficit per cent of expenditures.

Representative OVERSTREET. That is right. It was 8.97 per cent.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. And for 1897, while the per cent of increase of second-class mail was only 4.7 per cent, less than half that of the preceding year, the deficit per cent of expenditures increased to 11.85 per cent.

Mr. TEN BROEK. That would seem to carry out the theory of the publishers that when you decrease the second-class mail you increase the deficit.

Representative OVERSTREET. Then to reply to that statement which you have last given, I direct your attention to the same table for the year 1902. The increase of second-class mail matter was 5.7 per cent as against 12.2 per cent the preceding year.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. Which was less than half, again.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. Although the deficit decreased.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. That proves that the theory of the publishers is wrong.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. Then in one case your table proves that the theory of the publishers is right, and in the other case that it is wrong?

Mr. TEN BROEK. No; it proves that the theory of the publishers should not be taken as conclusive. My position is that both theories are wrong, that either the people who fixed the pound rate at 1 cent were very good calculators or mighty good guessers, because I can reach no other conclusion from my study of this matter. I maintain that the second-class mail so automatically adjusted itself to the workings of the Department that its increase or decrease has no regular and constant effect upon the revenue.

Representative OVERSTREET. And does it not also demonstrate, or does it also demonstrate, that no matter how you calculate your percentages with reference to the second-class mail matter and the revenue and the deficit, it is difficult to reach any definite conclusion.

Mr. TEN BROEK. Except mine.

Representative OVERSTREET. And what is that?

Mr. TEN BROEK. I can prove my conclusion.

Representative OVERSTREET. By this table?

Mr. TEN BROEK. By this table, because I say, gentlemen, that there is such an automatic adjustment of the revenue from second-class matter to the amount of second-class matter that in no way can it be proved that its increase or decrease regularly and steadily affects the revenue. That I prove from this table.

I think, gentlemen, I probably have been one of those individuals who have rushed in where angels fear to tread, but nobody seems to have taken up this question of the exact calculation of second-class matter. You gentlemen must get a start somewhere. I hope to have started the investigation of this matter in the right direction by this argument. Whether my theory is right or wrong I can not say. I have studied this question for months and for years. The accountants in my office have studied it. It has naturally been a matter of a great deal of interest to us. This paper is the result of careful study by people who are competent to pass on business propositions; and it is from a business standpoint that I am discussing this question. I want to say again, absolutely and unequivocally, that in my opinion second-class mail, no matter what it costs, if it costs 10 cents a pound should pay 10 cents a pound; should pay its way. That is my position.

Representative GARDNER, of New Jersey. Pardon me if I interrupt you on a matter perhaps a little aside. Have you any information as to the shrinkage in second-class mail and as to the classes in which that shrinkage occurs? For instance, we find here in some years it drops down a million pounds, more or less, below other years. Is that in magazines chiefly or in some other kind of matter?

Mr. TEN BROEK. There is no way of reaching that that I know of. Unless the weighing by the Department, which I understand is now going on, reveals it, I do not think there is any possible way of reaching it.

If the expenses of the Post-Office Department do not increase as the weight of the second-class mail increases, how can the handling of second-class mail increase the deficit? If the revenue of the Post-Office Department does not increase as the second-class mail increases, how can the second-class mail decrease the deficit? If the increase of second-class mail does not affect the relations between the receipts and expenditures, must we not conclude that the rate of postage is so adjusted to the revenue derived from second-class matter that it exactly pays its own way?

This is heresy of the rankest sort; and we say frankly that we have not been able to figure the cost of handling second-class matter down to the amount which it brings into the Treasury, excepting by including certain indeterminate items which the Department rigidly excludes. I am not referring simply to the postage from advertisements, etc., but to certain direct items which I will read in the course of this discussion.

But we believe we shall be able to show that the figures of the Department can not be accepted at their face value.

If we reject the conclusions of the Department, we must present, instead, carefully verified calculations based on figures having official authority; and the methods by which our own conclusions are reached must be made perfectly plain, in order that the results of our work may be judged. The investigation necessarily will involve a number of points. We will consider, first, the actual weight of the mail matter handled.

I tried to prepare this argument just as if I was preparing a brief, expecting that the attorney on the other side would go for me, and as far as possible I have fortified my position.

There is no recent authoritative information on this point. There was a count and weighing of all classes of mail for one week in 1890; and, statistics based on the figures then obtained having been found, according to the statement made by the Second Assistant Postmaster-General in his official report for 1900, "unreliable and unsatisfactory," a general weighing by classes for the space of five weeks was ordered about seven years ago. The exact date at which the weighing took place was on October 3 to November 6, 1899, both dates inclusive; and, as the results are given in the official report for 1900, it is frequently referred to as, and in this paper will be called, the weighing of 1900.

The weighing of 1890 showed that second-class mail constituted 59.6 per cent of the total weight of mail handled (omitting equipment).

It is very necessary to follow closely this equipment, because the question of the weight of pure mail and the weight of mail and equip-

ment is very confusing. But it was later claimed by the Department that this fell far short of the actual truth, as the week during which the weighing took place was not the part of the month during which most of the monthly magazines are mailed. The weighing of 1900, however, did not show that this theory that the proportion of second-class mail was underrated was correct; but, on the contrary, showed that it was in 1900 a smaller proportion of the weight of actual mail than it had been reported in 1890.

It was said in the official reports that the weighing of 1900 developed some surprising results, but just in what particulars the surprise lay we are not told. Let us see what can be learned by comparing the figures.

First-class mail had increased between 1890 and 1900 at the rate of about 7 per cent annually, or 98 per cent for the whole period.

Third and fourth class mail had increased 140 per cent during the ten years, or about 9 per cent annually; and Government free mail had increased at about the same rate.

Representative OVERSTREET. Basing it upon the calculation of the weighing of 1890?

Mr. TEN BROEK. Actual weight of 1890 and 1900.

Representative OVERSTREET. I know, but the weighing of 1890 you say was discredited!

Mr. TEN BROEK. I am taking the Post-Office Department's own figures.

Representative OVERSTREET. That is your basis?

Mr. TEN BROEK. Of course; that is the only basis we have.

Representative OVERSTREET. I did not know but that you had the figures on second-class mail, which I understand are obtainable.

Mr. TEN BROEK. The second class will be actual. The other figures are taken from the figures as I have stated, being the only figures we have.

The "rapid increase" of the second-class mail, of which we have so frequently heard for so many years, was for the whole period 111 per cent for that paid at the pound rate, or about 8 per cent per annum; while that sent free in the county of publication increased only 6.6 per cent in all, or less than one-half of 1 per cent per annum. The poor country newspaper, I guess, is going out of business. Paid and free second-class mail increased 96 per cent, or a little less than 7 per cent per annum, a less per cent than any other class of mail.

It further developed that second-class mail, which the Post-Office authorities believed to be in excess of 59 per cent of the whole weight of actual mail carried (as shown by the weighing of 1890) was really but 55.9 per cent.

There, gentlemen, is the latest authoritative figure of the percentage of second-class matter of the whole—55.9 per cent. Please keep that figure in mind.

Representative OVERSTREET. Does that include equipment?

Mr. TEN BROEK. It includes the equipment—55.9 per cent.

This is widely at variance with the statements made by different officials high in authority. In considering this difference it must be borne in mind that the total bulk of second-class mail is so enormous, about 700,000,000 pounds annually, that the difference of only 1 per cent makes a difference in weight of 7,000,000 pounds annually, so

that when a small percentage is referred to as the difference between the actual figures and those submitted by the Department it means an enormous weight. When official estimates vary 10 per cent, the variation means more than 70,000,000 pounds.

For some years past it has been held in the official documents that second-class mail constitutes two-thirds of the bulk of the mail matter, or fully 10 per cent more than was shown by the weighing of 1900. This theory was first put forth in the official report of the Third Assistant Postmaster-General for 1902, in which a table is given which I partly reproduce. This table in the 1902 report was referred to in a letter from the Third Assistant Postmaster-General to Senator Lodge, dated January 7, 1903, in which is used the following expression:

I have in my annual report shown that upward of two-thirds of the bulk weight of all the mail in the last fiscal year was made up of second-class matter.

While we have seen only one copy of the letter addressed to Senator Lodge, we have reason to believe that a copy of this letter was sent by the Department to all Senators and Representatives who, on behalf of their constituents, made inquiry as to the administration of the law regarding second-class matter, and the figures were thus given wide currency among legislators.

The Postmaster-General, in his report for 1905, says that "according to estimates heretofore made and published, second-class mail matter approximates two-thirds of the bulk of all mail matter." Here is evidently another reference to this report of 1902. Again, in the brief of the Post-Office Department submitted to this Commission, we have figures which put the proportionate weight of second-class mail matter a little higher.

There are just two objections, however, to the table in the report of 1902 and to that in the brief of the Post-Office Department before this Commission. One of these is that the Government free matter is totally ignored in both tables. Thus, if we were to accept the weight of the different classes of mail matter there given as correct estimates, this table would not show the true proportion of second-class mail matter to all mail matter carried, but only to that which is mailed by citizens.

But the weight of the different classes of mail matter as stated in these two tables—that in the official report of 1902 and that in the brief presented before this Commission—is based upon the discredited and superseded weighing of 1890 and not upon the later and authoritative figures derived from the weighing of 1900. The Third Assistant Postmaster-General, in his paper before this Commission, probably believed that his figures were based on the weighing of 1900, but it is clear that the statistician to whom was delegated the duty of preparing these figures found it was a somewhat complicated calculation if he took both weighings under consideration, and consequently, beginning with the weighing for 1890, he decided to omit altogether the modifications and corrections made necessary by the weighing of 1900. That this is a fact may be proved by a simple process of division. Take the table in the report of 1902 or that in the brief and divide the weight of each class of mail matter as there stated by the weight of the same class as given in the official report for 1890, and the resulting figure will be found to be the same for first, third, and

fourth-class matter. The weight of postals and of second-class mail will not give similar results when thus compared, because the weight of postals is made to accord with the number sold; and the weight of second-class mail is found by actual weighings every day.

This shows that both tables so far as the estimated weights are concerned are based on the weighing of 1890, without any reference whatever to the weighing of 1900. The difference in the growth of the different classes of mail is what creates such a discrepancy between the tables put forth by the Department and those which we offer. If we base our calculation on the weighing of 1900, third and fourth-class mail, for instance, is found to weigh 35 per cent more than if we base our calculations on the weighing of 1890; and it was doubtless because it was evident that the larger volume was being handled that "statistics based on the weighing of 1890 had been found to be unreliable and unsatisfactory." (Report of Second Assistant Postmaster-General, 1900, p. 218.)

It is only by going back that length of time, and ignoring the circumstance that the bulkier classes of mail—excepting the second-class—have increased at a more rapid rate than the first-class mail, and wholly omitting the weight of the Government free mail, that this favorite theory, that the second-class mail constitutes two-thirds of the bulk of the actual mail handled, can be supported.

The CHAIRMAN. Do you recall what percentage the mail carried for the Government amounts to in weight?

Mr. TEN BROEK. I do not recall now, but I will get to it. I think it is about 12 per cent. But the figures will appear somewhere.

Representative OVERSTREET. Have you made a calculation of this kind: It is absolutely and accurately known what amount of money is received by the Government upon second-class mail?

Mr. TEN BROEK. That is a theory.

Representative OVERSTREET. The Department knows it.

Mr. TEN BROEK. No; they do not know it.

Representative OVERSTREET. The amount of money received for second-class mail?

Mr. TEN BROEK. They do not know it, and I will show that they do not know it within several million dollars.

Let us see what the differing estimates of officials mean. If we accept the figures given by the Third Assistant Postmaster-General in his brief before the Commission, and concede that second-class mail in the year covered by that table constituted 70.83 per cent of the mail, we shall find the weight of all mail to be 985,300,465 pounds. If we apply the "approximate" statement of Postmaster-General Cortelyou, in his report of 1905 (that second-class matter is two-thirds of the total weight) to the figures representing the weight of second-class matter sent out in that year, we shall find the whole weight to be 1,063,869,109 pounds. This is a difference of 78,000,000 pounds in the figures given by these two high officials, the Postmaster-General's being the larger. But the figures in Mr. Madden's brief before the Commission are evidently estimates based on the figures in the report of 1906, not yet accessible to the public. The figures of the Postmaster-General apply to the weight carried in 1905—that is, if we accept both of these statements as authority for their respective years we must conclude that the total weight of the



mail handled by the post-offices of the country in 1906 was less by 78,000,000 pounds than the amount handled in 1905.

It simply shows that these loose statements made by the Department can not be accepted as the basis of your estimate; that the matter must be gone into with much more thoroughness than has been attempted so far by the Department.

In the absence of any later authoritative figures, let us take into consideration the proportionate weight of the mail as actually officially ascertained in 1900 and from these figures compared with the actual known weight of all the second-class mail in 1905 ascertain the probable weight of all the mail carried. If we do this and consider that the second-class mail carried in 1905 was the same as the officially ascertained proportion in 1900, 55.9 per cent of the total weight, we shall find that the total weight in 1905 was 1,268,758,627 pounds, a weight which is more than 200,000,000 pounds in excess of the "estimate" of the Postmaster-General for that year, and which we base on the latest actual weighing.

In 1900, the latest official statement we have, the second-class mail was 55.9 per cent of the total of mail and equipment. Applying that ratio to the known weight of second-class mail in 1905, we get as the total of all mail weight 1,268,000,000 pounds.

Representative OVERSTREET. How do you arrive at the known weight of second-class mail?

Mr. TEN BROEK. The last known percentage was 55.9, and the known weight of second-class mail is that carried at 1 cent a pound.

Representative OVERSTREET. I thought you said awhile ago that it was impossible to ascertain the amount received from it.

Mr. TEN BROEK. It is, because the Postal Department does not take into consideration in its estimates—that is, it did not in 1900—the second-class mail which pays transient rates, and which is mailed by individuals. I will get to that in a moment. Then it was 55.9 per cent. The known weight of 1900 was the same as in 1905. Both elements were excluded in the calculations in 1900 and in 1905. I apply 55.9 per cent to this cent per pound matter. The cent per pound matter constituted 55 per cent of the total weight in 1900. Taking now the cent per pound matter, which of course is known to the Post-Office Department—

Representative OVERSTREET. That is what I asked you awhile ago, and you said that you would demonstrate that it was inaccurate.

Mr. TEN BROEK. Excuse me. Your question was, Does the Post-Office Department know the exact revenue from second-class mail matter? I mean postage revenue.

Representative OVERSTREET. I was asking about that which brings a cent a pound.

Mr. TEN BROEK. If that is the way you frame your question, I would say of course the Post-Office Department knows that, but there is an enormous revenue from second-class mail which does not pay a cent a pound, and the Post-Office Department in 1890 calculated the percentage of that, but never since. That being the only percentage we have up to this time, we must estimate our revenue for this year on that basis. It amounts to an enormous sum. If you will bear with me until I get to that part of the paper, you will see that we did not understand each other. If you ask, do we know what revenue the Post-Office Department gets at a cent a pound—

Representative OVERSTREET. That was my question.

Mr. TEN BROEK. As I understood your question it was, Does the Post-Office Department know what revenue it derives from second-class mail matter? I say it does not. You see the difference, or you will see it when I get to the figures. There is a great difference between these two questions.

For purposes of comparison, we have prepared a table showing the weights of the different classes of mail, actual and estimated, in five different columns. It must be borne in mind that what is there stated as the weight of second-class mail is based upon actual weighings during the year under consideration.

The table referred to is as follows:

*Weight of actual mail matter by classes (equipment omitted).*

	As shown by weighing of 1890.	Per cent of weight.	As shown by weighing of 1900.	Per cent of weight.	Per cent of in- crease over 1890.
	<i>Pounds.</i>		<i>Pounds.</i>		
First class .....	47,947,108	13.1	94,888,341	12.4	98.5
Second class, paid .....	187,043,650	51.2	394,417,505	51.6	110.8
Second class, free .....	30,714,135	8.4	32,750,550	4.3	6.6
Third and fourth classes .....	60,680,639	16.6	145,874,518	19.1	140.4
Government, free .....	38,982,890	10.7	96,132,692	12.6	141

	As shown by Third Assistant Postmaster-General in report of 1902.	Per cen of weight.	As shown by Third Assistant Postmaster-General in brief be- fore Postal Commission.	Per cent of weight.	Figures of 1900 uniform- ly increased to 1905 by ratio of increase of revenue.	Per cent of weight.
	<i>Pounds.</i>		<i>Pounds.</i>		<i>Pounds.</i>	
First class .....	101,103,928	13.56	126,478,666	12.85	140,909,186	11.65
Second class, paid .....	481,739,915	64.6	664,097,749	66.32	664,808,699	54.98
Second class, free .....	34,094,544	4.57	44,442,374	4.51	44,442,374	3.68
Third and fourth classes .....	129,804,485	17.27	160,765,392	16.32	216,623,659	17.92
Government, free .....					142,357,047	11.77

It should be borne in mind that in 1890 minute distinctions were made, whereas in 1900 the classification was broad and general. Any statement that enters into the differences in the weight of postal cards and other first-class mail between foreign and domestic, between third and fourth class mail, must be based upon the weighing of 1890. for the weighing of 1900 gave only the weight of first class as a whole, of third and fourth class as one item. In order to make comparison possible, therefore, we have added the figures for letter mail, postals, and foreign first class, as found by the weighing of 1890, and included the total under the statement of the weight of first-class mail; we have added the figures indicating the weight of third class, of fourth class, and of seeds and bulbs, as well as the weight of foreign mail other than that of the first class, and put the results under the head of the third and fourth-class mail.

The figures in regard to second-class mail are reached in the following ways:

It is assumed that the amount stated as paid second class in 1900 included the local and transient as well as that paid at the rate of 1 cent per pound, for the total exceeds the actual record of cent-per-pound matter. It is assumed that these two divisions of second-class

mail have probably increased in the same ratio with that paid at the pound rate. The number of pounds of local and of transient second-class mail in 1890 has therefore been multiplied by 3.55, which is the quotient obtained by dividing the number of pounds sent at the pound rate in 1905 by the number of pounds sent at the pound rate in 1890. The weight thus obtained has been added to the number of pounds sent at the pound rate in 1905 to show the entire weight of the paid second-class matter handled in that year.

Mr. TEN BROEK. The first column shows the figures taken from the report of 1890 as derived from the weighing in that year.

In the second column the figures are taken from the official report of 1900 and show the result of the weighing during that fiscal year, and considered by the Department more reliable than the figures of 1890, because the weighing covered a longer period and covered the time of the month at which the greatest amount of second-class matter is sent. The third column shows the figures given by the Third Assistant Postmaster-General in his report of 1902, based on the weighing of 1890 and ignoring Government free mail.

Bear in mind that the estimates of the Post-Office Department in 1902 and 1905 and those presented before this commission exclude that enormous item of Government free mail, and are based on the figures of 1890.

The fourth column shows the figures given in the Post-Office brief to the postal commission in 1906, based for some unaccountable reason on the discredited figures of 1890, and again wholly ignoring the Government free mail.

The fifth column shows the figures based on the weighing of 1900, increased regularly by the rate of increase of the revenue from stamps and stamped paper from 1900 to 1905, this being the Department's own method of arriving at the probable increase of mail matter as shown by the calculation on page 636 of the official report for 1905.

Let me impress upon you that that is the only reliable figure I think we can reach up to the present time—by taking the latest known weighing, which was regarded as reliable, and increasing that by the percentage of increase of revenue.

This last column is presented only as showing how estimates may vary when based upon the figures of 1890 and when based upon those of 1900. In estimating the cost of second-class mail matter we do not take this last column as our basis. We have prepared this last column to show that when the latest ascertainable figures are taken as a basis, second-class mail matter does not constitute two-thirds of the bulk of mail matter, but really less than 60 per cent; a small difference in per cent, but enormous in bulk. These figures are, as we have said, based upon the latest actual official record of weighing, and the method of reaching them is exactly the same as that pursued by the Department, but we have not taken into consideration the fact that during the period from 1890 to 1900 the third and fourth class and the Government free mail had increased at a much more rapid rate than first-class mail, and that consequently the figures should be varied more than they are and a more favorable showing would be made for second-class mail. The increase of the different classes, however, naturally varies from year to year, and there can be no real certainty as to what the rate has been since 1900, for which reason we base our calculations of weight of second-class matter and its corre-

sponding cost, not upon our estimate of its present proportion, and certainly not on the Department's estimate based on the superseded figures of 1890, but upon the actual proportion shown to exist at the latest official weighing. Our figures must certainly be conceded to be more satisfactory than those based on discredited weighings sixteen years old.

It is apparent, therefore, that if we would arrive at any just conclusion in regard to second-class mail, we must pursue our investigations without regard to the conclusions reached by the Department. Taking the official figures as the basis of our calculations in all instances, we shall endeavor to go straight to the mark and ascertain the actual facts.

I am taking all through this argument the position most favorable to the Government, and have excluded everything which might possibly be questioned. In other words, I claim that the percentage of second-class mail matter, considering the rapid increase of other classes, should be less than shown by this table of 1905.

We have seen the difference in official estimates of weight; now let us see how great is the variation in the Department's estimates of the cost of handling.

In his report for 1902 the Third Assistant stated the cost of handling second-class mail at 4 cents a pound; in his report for 1905, Postmaster-General Cortelyou says that the cost to the Government of handling all mail matter is estimated to be between 5 and 8 cents a pound, and that "if" it cost the Government 5 cents per pound to handle the second-class mail, then, etc. The assistant postmaster at Chicago in his brief bases his figures as 5 cents a pound. In one of his annual messages, President Cleveland referred to second-class mail as paying but one-tenth what it cost to handle it, an expense of 10 cents per pound being evidently intended.

The extreme difference between these official estimates is 6 cents a pound. Applying this to the whole volume of second-class matter handled during 1905 there is a variation of \$42,000,000.

There is a variation in the estimates of the cost of carrying second-class mail matter of \$42,000,000. That seems incredible. It would be in a business proposition. The officials vary in their estimates \$42,000,000.

Suppose that a shoe manufacturer could tell no more about the cost of his product than to "estimate" that shoes of a certain grade cost him a dollar, a dollar and a quarter, two dollars, or two dollars and a half a pair (the figures are exactly proportioned to the figures at which the cost of handling second-class mail is placed by the various officials quoted), it is not likely that, as profit depends upon the cost of production as well as the price realized, such a manufacturer would be called upon, as is the Post-Office Department, to consider an annual deficit?

Let us endeavor to arrive at some idea what it actually costs to handle a pound of second-class mail matter. We shall use the official reports as far as possible as our authority and will make the calculation as definite and exact as the nature of the data will allow.

In order to ascertain the cost per pound of handling second-class mail we must first consider what expenses are to be charged up to the different classes of mail matter, and, secondly, determine how these expenses shall be divided. Now we are getting to the ques-

tion raised by the gentleman from New Jersey. This involves a study of the whole conduct of the Department's work and the expenses thereof.

The disposition of expense chargeable to a special service is of course clear. It must be charged to the account of that kind of service in behalf of which the expense is incurred. The expense of registration should be borne out of the registry fees, etc.

What shall be done with the administrative expenses? Shall they not, in this greatest business enterprise of the world, be disposed of as they would in any other business?

If a manufacturer establishes a branch whereby he turns some heretofore waste material into a marketable product, he reckons as the cost of conducting that branch only such expenses as are incurred by reason of its establishment. He does not consider the cost of producing its raw material, which would otherwise be waste, because that is properly chargeable to his main output and has been already so charged, since that could not be produced at less cost if the waste were not utilized.

It must therefore be the rule that those expenses of the Post-Office Department which can not be shown to be incurred in behalf of any special part of the Department's work shall be charged to the expense of carrying out the original purpose of the Department. To determine what is the original purpose of the Department and what parts of its work are merely adjuncts to this we shall have to go back to its inception.

There, gentlemen, I think is where the whole mistake has been made in the entire move of the Post-Office Department. The Post-Office Department has considered that it is merely in the business of carrying first, second, third, and fourth class mail matter. Historical investigation shows that the Post-Office Department means the carrying of Government communications, and that that is its primary purpose. If you will bear with me, I wish to make that point clear. I wish to devote a few minutes to an historical demonstration of this fact.

The derivation of the word "post" shows that the original purpose of the service was the transmission of official communications, for it comes from the Latin *positum*, meaning one of the points at which couriers were stationed to carry military dispatches as required. It is not probable that definite routes at fixed intervals were covered by the "posts" by whom King Hezekiah and his princes sent the letters summoning the people to Jerusalem, or by the later "posts" to whom first Haman and then Mordecai entrusted the decrees of Ahasuerus to be delivered to the provincial governors; but the employment of the word as indicating the bearers of official communications by those masters of the English language whom King James appointed to translate the Bible shows the meaning that was attached to it at the time when Jamestown was being settled.

Early English usage was distinctly in favor of the use of the term as indicating the means of transmitting dispatches, etc., on behalf of the government. The couriers who, in Queen Elizabeth's time were required to be ready to ride out on their errand within fifteen minutes after receiving a letter or packet on the Queen's business or matters of state, were to carry "by letters" only when they had occasion to go on their appointed business, that of the Queen and her ministers.

In the time of her successors it was believed that treasonable communications could be prevented if the Government carried all communications between subjects, and the use of private posts was therefore forbidden; but the great post-roads of the country were still designated in a way that shows the ancient usage of the term. The road from London to Scotland was the "post from the Court to Berwick;" that to the continent was the "post from the Court to Dover," etc.

So far as the early history of the postal system in this country is concerned usage differs somewhat. The first postal regulation attempted by any of the colonies was in 1639, when the Massachusetts authorities appointed one Richard Fairbanks to receive and deliver all letters; authorizing him to collect one penny for each letter. These were not communications between the colonists, but were missives sent to and received from friends in the mother country.

In 1657 we find a reversion to the original purpose of the postal system when the Virginia assembly passed a regulation requiring each plantation proprietor to forward letters on public business to the next plantation. Here we have the original American postal deficit, the revenues of the colony evidently being so scant that this special service, in the nature of a tax, was required of the landowners.

Again, in the order in council, November 22, 1688, whereby His Majesty King James II authorized the establishment of a postal system in Jamaica and such other of His Majesty's American plantations as the Earl of Rochester might find convenient. His Majesty's service was the first consideration, and the care and benefit of his subjects secondary.

The first action taken by the Continental Congress in regard to postal facilities contemplated the transmission of letters only; for in May, 1775, Benjamin Franklin and five others were appointed a committee to "consider the best means of establishing posts for carrying letters and intelligence through this continent." What is meant by the word "intelligence" is uncertain; because the report of the committee, in fixing rates, merely provided that the rates of postage were to be 20 per cent less than those appointed by act of Parliament. But under the British rule there had been no obligation on the part of the post-riders to carry newspapers; for in his Autobiography we find Franklin, many years prior to this time, complaining that his rival as a newspaper publisher, one Bradford, who was postmaster as well as publisher, would not permit Franklin to send or receive newspapers through the mails; so that the future first Postmaster-General of the United States was obliged to bribe the rider to secure, secretly, the service which his rival enjoyed openly. This may not be the first instance of "graft" in American history, but it appears to be the first instance in which an American official contended that the use of the mails should be considered a privilege.

The establishment of a postal system was considered by the First Congress; but although there was action taken on the subject on three prior dates, there is no mention of anything but letter mail in the postal laws of the United States until 1792; for the rates charged for "packets" indicate an intention of establishing a parcels post. A rate for newspapers is first fixed in the statute of 1792, while magazines and pamphlets are first mentioned in the legislation effected in 1794.

Thus the history of the Post-Office clearly indicates that it was established first for the transmission of official communications, and secondarily of letters to and from private individuals; that the carriage of newspapers, printed matter and merchandise is a feature additional to the original purpose or plan, and not to be charged with any of the expenses of carrying out that purpose excepting such as have been incurred by reason of the addition of such feature.

Toward the safe and speedy transmission of letters, official and private, every effort of the post-office is bent; that is its first excuse for being; that is still its prime duty; and we accordingly find that, very properly, letter mail is that which receives first attention; and, in case of an undue pressure of work, when the clerks find it utterly impossible to handle the mail that is received, the letters are dispatched; mail of other kinds sometimes being held over for several days. Any one who has mailed a package of printed matter or merchandise on December 23, expecting it to be delivered on or before the morning of the 25th, knows that this is done. The post-office officials, indeed, do not attempt to deny it. "The letter mail taxed all the resources of the office" they will allege at such times, considering the excuse amply sufficient.

To the original purposes of the Post-Office Department other facilities have been added from time to time. The first of these was the transmission of newspapers. Then came the arrangements by which "small portable goods" could be sent. To insure safety, the registry system was next devised; free delivery in the cities followed in 1863; the next year the money-order system was launched; then came the special delivery, and latest of all, rural free delivery.

Not one of these features that from time to time have been added to the post-office system had occasioned the establishment of a single post-office, excepting as such additions may have stimulated the use of the letter mail; no one of them has materially affected the net revenue of any individual post-office in such way as to make it necessary to increase the salary of the postmaster at that point; therefore no part of the salaries of postmasters can in fairness be charged to any of these features, because that is an expense that must be incurred if only letters were carried and held in the post-office until called for.

The expense of handling second-class mail must be included under two heads. We must reckon as one item the cost of handling it in the post-office and on the railway-mail cars and as the second item the cost of transporting it from place to place.

The expense of salaries of those employed in handling all the mail is included under four items in the official reports—salaries of clerks in post-offices, more than twenty-one millions; salaries of city and rural free-delivery carriers, each, nearly twenty-one millions; salaries of clerks employed in the railway-mail service, something over thirteen millions; a total of more than seventy-six million dollars. How shall this enormous amount be charged?

This could be easily answered by applying the theory of the Post-Office Department and taking the proportion of the second-class mail which the weight of the latter bears to the total mail and charging this proportion to second-class matter. This seems fair enough at first blush.

The Post-Office Department may not have intended to impress the general public, and even Congress itself, with the idea that this is the

correct method of calculation, but certainly its reports and correspondence have conveyed such an impression. For example: In the letter to Senator Lodge from the Third Assistant Postmaster-General the following language is used:

I have shown that upwards of two-thirds of the bulk weight of all the mails last fiscal year was made up of second-class matter. The report shows also that it cost upwards of \$124,000,000 to maintain the postal service during that year and that second-class matter (which was upwards of two-thirds of the bulk weight) yielded less than one-twenty-fourth of the sum necessary to maintain the Department.

The natural impression created by this letter is that the second-class mail should bear two-thirds of the expense of the post-office because the Department claimed that it constituted upward of two-thirds of the bulk weight. When analyzed the fallacy of this theory becomes apparent.

It must always be borne in mind that second-class mail is an added feature of the Post-Office Department, and in ascertaining how it affects the deficit only such expenses as would be saved by the elimination of this department can be taken into consideration.

It may be considered that half the clerks in the railway mail service could be dispensed with if second-class mail were eliminated.

That is a much more liberal allowance than the gentleman who spoke yesterday. He said it would probably constitute 25 per cent.

Representative OVERSTREET. Ten per cent.

Mr. TEN BROEK. Yes; he reduced it to 10 per cent. I have gone into this investigation by riding on mail cars, by questioning railway mail clerks, by having my correspondents in different parts of the country apply to postmasters and to question different officials, and when I make these figures I feel that I am safe.

The proportionate amount of work done on this class of mail in the railway mail cars is constantly diminishing, because the publishers are from year to year taking upon themselves more of the work of assorting the mails. In 1905 the percentage of mixed second-class mail—that is, of mail which was not assorted by the publisher and put into sacks duly labeled ready to send to its destination—was only 7.4 per cent. (Report for 1905, p. 457.) That figure may be misleading. It must not be concluded that only 7.4 per cent requires distribution, and that fact ought to be elaborated, because I fear, from the discussion here yesterday, a false impression may have been created. Seven and four-tenths per cent is made up in the post-office. When all of the publications are sent to the post-office, 7.4 per cent is found to be not made up. But some of that is routed through. In other words, any mail that goes clear through to New York, Boston, Baltimore, Buffalo is not touched except in the sack. But St. Louis and the railway post-office cars emanating from that center constitute a routing center for a certain district. The postmaster at St. Louis told me that St. Louis is a routing center as far east as Ohio. So when second-class mail comes into the post-office in St. Louis, while it is all fully made up, except 7.4 per cent, still there is some proportion of the remaining 92 per cent which must be handled in the St. Louis office or on the cars, as it comes from St. Louis. Consequently I have said that we will take this 50 per cent and charge that to the clerks of the railway mail service.

In the same report the Superintendent of the Railway Mail Service



remarks, in connection with the reported increase of the proportion of "fully made up" mail matter of the second class:

By this form of separation, not only the post-offices receiving the mail from publishers are relieved of handling it, but also the clerks on the routes.

The total amount of salaries in the Railway Mail Service during 1905, including the pay of acting clerks for those injured while on duty, was \$13,185,658.18.

We believe that it will be conceded that half this amount is a liberal allowance for second-class mail; because while it constitutes, according to the report of 1900, the latest reliable data obtainable, 55.9 per cent of the total weight of the actual mail, the time is in proportion to the number of pieces rather than the weight; and the average weight of a piece of second-class mail was shown by the count and weighing of 1890—the only authority that we have of the subject—to be about ten times the average weight of a piece of first-class mail. Again, all first, third, and fourth-class mail must be handled either in the post-offices or in the railway mail cars and distributed to the routes over which it is to be carried to its destination; but, as we have seen, the publisher does this work in connection with the greater part of the second-class mail.

One-half the above amount would be \$6,594,329.09, which is to be charged to second-class matter as the additional salaries paid railway mail clerks because it is handled. This is a little over nine-tenths of 1 cent per pound.

We come next to the consideration of the salaries paid the clerks in the post-offices. This constitutes in the official reports but one item; it includes the salaries of those who have charge of the registry and money-order work, of those who sell stamps and postal cards, of those who attend to the postmarking of letters and the cancellation of stamps and whatsoever other operations there may be necessary in the handling of first, third, and fourth-class mail to which second-class mail delivered to the post-offices, so far as 93 per cent of it is concerned, in sacks of the average weight of nearly 40 pounds, ready made up, is not subject. How shall we divide this amount?

It is obvious that no calculation based on either the proportionate weight or the proportionate number of pieces of each class of mail would afford a just standard of comparison of cost, since the several classes demand such a varying amount of care. We are forced to consider, therefore, what would be the time actually consumed in handling the second-class mail received from the publisher and dispatched to its destination and that received from other post-offices and assorted for delivery by the carriers or placed in the post-office boxes of the recipients.

Just here it may be said that the Post-Office Department meets the inquiries of citizens and representatives with figures the immensity of which is appalling. The mind can not readily grasp the significance of the enormous numbers that represent the work of this Department, handling the letters, newspapers, circulars, and "small portable goods" of a population which the Post-Office Department estimated in 1905 at upward of eighty-three millions. (Fourth Assistant's report, p. 666.) The citizen who seeks information is buried under an avalanche of information concerning the hundreds of millions of pounds, the billions of pieces handled, and emerges

dazed and apologetic if not convinced. If we reduce these figures, however, to amounts which are within the comprehension of the average citizen's limited intelligence we shall perhaps be able to sustain the impact and even to resist the force of the arguments.

We find that the weight of the second-class mail handled in 1905 was 709,246,073 pounds, or more than 35,000,000 tons. But this enormous weight must be considered as the clock in the old story was taught to consider its ticking; it is sent out during three hundred and sixty-five days in the year and received during an equal number, and it is handled, either as sent or received, in 68,131 post-offices.

Representative OVERSTREET. These figures are very interesting. While it is received in some 68,000 post-offices, are you familiar with the fact that about 95 per cent of all the second-class mail which goes at the pound rate is received in less than 475 offices?

Mr. TEN BROEK. Yes; I know that, and I will take that into the calculation. In order to bring the amount down to one that can be a little more readily grasped let us first divide the amount sent out annually by 365. We shall find that the daily amount is 1,943,140 pounds. If this amount were equally divided among the 68,131 post-offices it would mean 28.5 pounds for each one. "Acres of floor space and miles of racks" (see paper of Assistant Postmaster Hubbard, of Chicago) are hardly required for the second-class mail handled in the average post-office.

Representative OVERSTREET. If you based your calculation upon 475 offices in place of 68,000, it would increase the expense of handling.

Mr. TEN BROEK. It would increase the expense?

Representative OVERSTREET. Yes; because you have it not so widely distributed.

Mr. TEN BROEK. When I reach my method of figuring you will see why I take this stand.

That is the average amount received, but this must also have been sent out from another post-office. If all the second-class mail reached the post-office in the same way that first, third, and fourth-class mail is turned in, we should simply have to double this figure to ascertain the real number of pounds to be handled. We have seen, however, that the publisher does 92.6 per cent of this work, and we must consequently increase this 28.5 pounds by only 7.4 per cent in order to arrive at the average daily weight of both incoming and outgoing second-class mail to be assorted and handled by each post-office in the country.

This will give us a total weight of 29.7 pounds as the average for each post-office. The count and weighing of 1890 showed that the average weight of a piece of second-class mail sent at the pound rate was 3.8 ounces, while the free in county mail is estimated at ten pieces to the pound.

The contention was made here yesterday that the average weight was probably half a pound, which would, of course, upon my figures make a much better showing for the publisher. I think that is fallacious. I can not believe that the average piece of second-class mail weighs a half a pound. You gentlemen who receive any quantity of mail appreciate the fact that the majority is not the great magazines. You get the religious newspapers and the small magazines and your legal journals, etc. So I am willing to take for my purpose this esti-

mate that the average weight of second-class mail, at a cent a pound, is 3.8 ounces, as shown by the weighing of 1890.

Making due allowance for the preponderance of the mail sent at a cent a pound, the average weight of a piece of second-class mail is therefore not less than  $3\frac{1}{2}$  ounces—say five pieces to the pound. We are putting the average weight per piece as low as possible in order that there may be no charge that we have underrated the number of pieces to be handled.

If the daily average weight be 29.7 pounds and there are five pieces to the pound, each post-office will handle an average of 148.5 pieces per day. In mercantile establishments where the card system is used an expert clerk can readily find the proper place for and file 100 cards in five minutes; at this rate the handling of this number of pieces would require an average between seven and eight minutes per day in each post-office. We are now getting down to figures which do not dazzle us.

The clerks employed on the work in connection with second-class mail, where it is possible to assign this part of the work to any special individuals, are not those who receive the highest rate of pay in the post-office.

It is further to be considered that the handling of this mail is postponed, as a rule, until other mail has received attention. Every publisher knows that a sample copy mailed at the same time as a letter will, in all probability, not reach the addressee until a later hour; perhaps a later day than the letter.

Of course, second-class mail is not distributed as evenly as this, but many thousands of post-offices are far below the average and receive less than the figures here given. A post-office must receive sixty times this average before the time of one clerk for eight hours per day can be entirely taken up in handling second-class mail. By treating this subject in this way we reach no definite figures, but we do show that there must be comparatively few post-offices at which the handling of second-class mail makes any difference whatever in their expenses.

Let us now proceed with a calculation to show the saving in the salaries of clerks and carriers that could be made if there were no second-class mail to annoy the postal officials.

Repeated efforts show that it is very difficult to procure from officials in the various post-offices where a sufficient quantity of second-class mail to make the cost of handling appreciable is received and sent any definite information regarding the actual addition which such mail makes to the expense of the post-office. Whether such officials are afraid of being charged with "giving aid and comfort to the enemy" by allowing the real conditions to be fully investigated or whether there are other reasons we are not sure; our own belief is, that in many cases at least, the figures and theory of the Department are accepted unhesitatingly, and, it being known that a considerable quantity of second-class mail is handled in that particular office, the conclusion is reached that it costs an enormous sum.

The most definite figures that we have seen, emanating from an official, are from two sources. In his paper presented at the Postal Commission, Mr. Hubbard, assistant postmaster at Chicago, goes very carefully into this question, in order to arrive, if possible, at

the actual cost of handling second-class mail, and presents an estimate of the number of clerks and carriers required to handle this mail in Chicago. In this connection it must be remembered that more than one-tenth of the second-class mail of the country is sent out from the Chicago post-office, the second largest in the country, and the amount of the incoming mail of this, as well as of other classes, is doubtless in proportion to the number, intelligence, and enterprise of its people.

We seriously question whether Mr. Hubbard would claim that were second-class mail turned into private channels the Chicago post-office would dismiss as many clerks and carriers as he estimates are required to handle this mail in Chicago.

He has undoubtedly reached his figures as to the number of clerks and carriers required by considering what proportion the second-class mail received at Chicago bears to other mail received, but, especially as far as the carriers are concerned, this can not be accepted as a basis, because, considering the number of items that figure in making up a letter-carrier district—distance from the post-office, amount of mail, character of the buildings, number of people to be served, nationalities, travel in the district—Mr. Hubbard can not figure that so many carriers could be actually dispensed with if second-class mail were turned into private channels for distribution.

It was stated here yesterday by one gentleman that the carriers' salaries would remain the same if second-class mail were dispensed with. I do not quite agree with that. I do think that, to a certain extent, in cities there might be a slight saving in the carriers' salaries, and that is my position in this argument.

It will be seen that this uncertainty in regard to the possibility of dispensing with a given number of carriers makes his figures exceedingly valuable in themselves because definite and carefully prepared, useless for our purpose; they do not indicate what amount second-class mail actually adds to the expense of the Chicago post-office or what amount would be saved the Government if this feature were eliminated.

Many efforts were made by us to get some definite information on this point. Inquiry was made at post-offices in cities and towns of various sizes. At only one post-office—and this is one of the 45 from which the Post-Office Department admits that over 80 per cent of the second-class mail is dispatched—an official was found to whom the subject was of sufficient interest to enter into the investigation with enthusiasm and care, and he gave the exact figures showing that at that office the saving in the event of obliteration of second-class mail matter would be to the whole amount paid the clerks as 1 to 15.3. This is not surprising when we come to consider the very meager attention which is necessitated in the handling of second-class mail. The cancellation clerks, money-order clerks, the registry department, besides clerks in other departments, never come in contact with this mail. Considering the fact that possibly at only 2 per cent of the post-offices in the country the salary list would be reduced at all by elimination of second-class mail, and in view of the careful calculation made by the official referred to we can reach no other conclusion than that the figures which he gives us may be applied to the total pay roll of post-office clerks in order to ascertain just what saving in this item of expense could be effected by the elimination of second-class mail.

I am not applying this only to post-offices where second-class mail can be affected, but I am taking this percentage, given by an official at one of the 45 post-offices in which the Post-Office Department claims that more than 80 per cent of the second-class mail of the country is received, and applying it to all the clerks in the post-offices.

That the figures reached by these means are probably much greater than an actual investigation of each single post-office would show will probably be conceded, when it is borne in mind that at certainly 67,000 post-offices the second-class mail does not increase the expense of that office, and yet we include all of the post-offices in the country at which there is any clerk hire whatever paid in our calculations, as well as all the carriers in cities. I think you gentlemen will concede that that is fair.

Representative OVERSTREET. There is no clerk hire at all paid at third and fourth class offices.

Mr. TEN BROEK. No; but I am taking all the clerk hire which the Department says is paid throughout the country.

Representative OVERSTREET. It is limited to first and second class offices.

Mr. TEN BROEK. That is the only item which figures in the Post-Office Department expenses. In other words, I am applying the ratio at this large post-office to all the post-offices.

Representative OVERSTREET. The first and second class offices are quite limited. It would not apply to the 67,000 offices, because clerk hire is employed only at approximately 1,800 offices.

Mr. TEN BROEK. Yes, but at the other offices there is no expense for clerk hire.

Senator CARTER. You are calculating it on the clerk hire employed.

Mr. TEN BROEK. Yes; the clerk hire that figures as expenses in the Department.

The proportion as stated to us applies only to the salaries of clerks in the post-office, but in view of the uncertainty as to the saving that would be effected in the item of carrier's salary, we shall, if we concede that the proportion should be applied to both items, be presenting an exceedingly conservative figure.

In 1905 the salaries of clerks in post-offices amounted to \$21,215,303.41, of the city carriers to \$20,919,078.13, a total of \$42,134,381.54. Applying the principle of proportion, we find that if second-class mail were not to be considered the Government would be able to effect a saving in these two items of \$2,753,881.15.

Representative OVERSTREET. What percentage?

Mr. TEN BROEK. As 1 is to 15. Add this to \$6,594,329.09, the proportion of the cost of the Railway Mail Service, and we have \$9,348,210.24, the total amount added to the post-office pay roll because of second-class mail—less than two-fifths of 1 per cent per pound of second-class mail handled.

We have not taken into consideration the salaries of the rural carriers, because their routes are arranged with reference to the number of miles to be traveled and the number of families to be served. The weight of mail carried, or the number of pieces handled, does not enter into the question, as both amounts are comparatively very small. If there were no second-class mail, therefore, there would be no saving whatever possible in this item of expenditure.

There is one way of disproving our figures, and only one. Let the Department issue instructions that each postmaster carefully observe conditions and report what salaries could be saved in his office if second-class mail were entirely eliminated. Our own experience shows that such inquiry would have to be conducted with a great deal of care. Postmasters in large cities are so saturated with the idea that life would be one grand sweet song if there were no second-class mail matter that almost invariably in answer to our question they have tried to estimate the proportion of time spent by various employees of the office on second-class matter, but when questioned closely admitted that but few of these employees could actually be dispensed with if second-class matter were obliterated. In other words, the employees would have an easier job if there was no second-class mail, but they could not be dispensed with except in very small proportions; nor would the salaries of the clerks remaining be decreased at all. Let each postmaster give the name of the employee whom he would drop if there were no second-class mail, and his salary, and let the same rule be applied to the Railway Mail Service. The result will certainly not exceed the figures reached by us, and will probably be much less.

We come now to consider the question of the cost of transportation. Here we must take into consideration the relation which the weight of second-class mail handled bears to the total weight of all mail matter.

We shall base our calculations upon the percentages found to exist in 1900, because these are the latest figures for which there is the weight of official authority, other, of course, than the "estimates" of the Department. The amounts have increased very considerably, of course, since that year; but as the increase of the different classes fluctuates from year to year, as indicated by the fluctuation of the revenue, there can be no certainty as to the actual proportion of the weight of the different classes in 1905 or 1906.

The weighing of 1900 gave us these figures:

	Per cent.
First class .....	6.06
Second class (paid and free) .....	27.19
Third and fourth class .....	9.32
Government free .....	6.14
Equipment .....	51.20

That is, taking the 100 per cent of mail and equipment, the weight of second-class mail represents 27 per cent of the total.

It will be seen from this that for every 48.8 pounds of mail carried in 1900 there were 51.2 pounds of equipment necessary. Second-class mail constituted 27.19 per cent of every hundredweight carried; this hundredweight included mail and equipment; but this 27.19 per cent of each hundredweight carried was 55.9 per cent of the 48.8 pounds of actual mail matter which that hundredweight included. We consider first the proportion of second-class mail to the actual weight of all the mail, and must later consider the proportion which second-class mail and its necessary equipment bears to the weight of all the mail and equipment carried.

We are obliged to consider the weight of the equipment because it varies so widely in the mail of the different classes. Letters are sent

in substantial pouches weighing from 2 to 12 pounds each; many times these pouches are very far from full; it has even been estimated that the equipment necessary for first-class mail is ten times the actual weight of the letters carried. At any rate, the weighing of 1900 showed that the equipment was really heavier than the actual mail. What proportion of it is required for second-class mail?

According to the complaints of the Department, the sacks of second-class mail are only too well filled. The official report for 1905 shows that the average weight of a sack full of second-class mail is 38 pounds. Upon inquiry at a leading post-office, we find that when a sack of second-class mail "fully made up" is received at the post-office in question an allowance of  $3\frac{1}{2}$  pounds is made for the weight of the sack before the entry of the amount charged the publisher as postage is made. This, then, represents the weight of the equipment—a little less than one-eleventh the actual weight of the mail.

To ascertain the proportion which second-class mail and its equipment sustained, according to the weighing of 1900, to the whole weight of mail and equipment carried, we must, to the 27.19 pounds of actual mail matter of the second-class in each 100 pounds of mail and equipment carried that year add one-eleventh this weight, or 2.47 pounds, as representing the equipment; the result will be 29.66 pounds, which is the weight of the second-class mail and its equipment in each 100 pounds of all mail and equipment carried, as shown by the weighing of 1900. As we are considering the weight as compared with an even hundred pounds, we may simply regard this as 29.66 per cent. When the Department takes 100 pounds of mail and puts it on the cars, 29.66 pounds, approximately 30 per cent is the proportion of second-class mail and equipment.

There is a slight difference between this deduction from the weighing of 1900 and the 70.83 per cent (see Post-Office brief before commission) which on superficial examination would appear to be the proportion of second-class mail on which carriage charges are based; but this 29.66 per cent is based on the actual official weighing, taking into consideration the weight of the equipment required, which it must be remembered pays transportation charges as well as the actual mail, and represents the ascertained proportion of the whole weight of mail matter and equipment carried; whereas the percentage stated in the brief of the Department is the percentage of an amount from which fully one-eighth of the mail is arbitrarily excluded and which does not take into consideration equipment, and is, besides, based on discredited and superseded figures.

We have seen that the mail matter of the second class with its equipment constitutes 29.66 per cent of the whole weight of the mail and equipment handled. If the transportation of the mail cost a uniform rate per pound per mile, we should have only to find the amount that is paid for transportation of all the mail, and take 29.66 per cent of this as the amount chargeable to second-class mail.

We must, however, again take into consideration the fact that second-class mail is an addition to the primary work of the Post-Office Department, and hence is to be charged only with such increase in the expense of the Department as the handling of it may necessitate. For this reason we do not consider as forming any part of the expense of transporting second-class mail the expense of these routes of various kinds, where the question of weight does not determine the

amount of payment. The compensation of contractors on star routes, etc., depends upon the length of the route, the number of trips made per week, and the speed. We therefore leave these out of consideration, since the addition of the second-class mail to the first class and the Government free matter does not occasion any increase in the expense.

The amounts paid the railroads for carrying the mails vary with the weight of the mail carried. On a route where the average daily weight is not more than 200 pounds per day the annual charge per mile is \$42.75. This is a fixed rate, not subject to decrease no matter how small the amount carried, while if the amount be increased the new contract made at the end of the quadrennial period covered by the existing contract increases the amount paid. There are a number of routes where the daily average weight of the mail is less than 20 pounds, but the annual rate per mile is the minimum fixed charge of \$42.75.

As the weight is increased the rate of pay is increased, but not proportionately; an average of 500 pounds per day must pay only \$64.12; of 1,000, \$85.50, or just double the rate for 200; a daily average weight of 1,500 pounds means an annual charge of \$106.87 per mile; of 2,000 pounds, \$128.25; of 3,500, \$149.62; of 5,000, \$171, or just four times the annual charge per mile when the daily average is not more than 200 pounds, a very great difference in figures but not so much in the cost of transportation. For instance, 5,000 pounds pays only four times the cost of transportation of 200 pounds.

Representative GARDNER, of New Jersey. Have you an idea what the reason of that is?

Mr. TEN BROEK. I have not. Those are arbitrary figures fixed by the Department. I am simply dealing with the facts, and I have not gone into that question. I will touch upon it a little later, when I give my idea on this particular point.

Where the daily average weight exceeds 5,000 pounds the excess is paid for at the annual rate of \$21.37 per ton per mile.

Now, it is very clear that on the routes where the daily average weight does not exceed 200 pounds no part of the charge is due to the carriage of second-class mail, because that is the rate which the Government pays, no matter how small the amount, and would be due if but one penalty envelope, and no other mail, were carried on each trip. According to the tables given in the reports of the Second Assistant Postmaster-General for the years 1902, 1903, 1904, and 1905, the amounts paid the railroads for such routes in the new quadrennial contracts entered into in those years is \$556,905.73 annually. We have figured this out very carefully. And this must be deducted from the \$39,384,916.17 paid for railroad transportation during the year 1905 before we can arrive at the proportion of such charge to be considered as necessitated by the carriage of second-class mail. We shall find the remainder to be \$38,828,010.44. It is a small item, but I have taken all the small items all through here and included them in my calculation.

Now, again, if we had only to find 29.66 per cent of this amount, the actual percentage of weight of second-class matter and equipment, our task would soon be done; but there are other things to be taken into consideration. Let us revert to the question of charges made as conditioned by the amount of mail carried.



Owing to the circumstance that third and fourth-class mail is carried in sacks, which are much lighter in proportion to the weight of the actual matter contained in them than the average letter pouch, but heavier than the sacks used for the second-class mail, it is very difficult to arrive at the exact weight of the first-class and Government free mail and its equipment.

Representative OVERSTREET. Do you know that all leather sacks have been eliminated from the mails?

Mr. TEN BROEK. But these estimates are based on the time when they were used. I understand that they have lately been eliminated from the mails. But we are dealing now with figures—

Representative OVERSTREET. At the time of this weighing leather sacks were used?

Mr. TEN BROEK. Yes; leather sacks were included.

These two classes will make, however, with their equipment, at least half the weight of the actual gross amount carried—that is, the first-class mail and its equipment and the Government free mail and its equipment, according to our figures, constitute a little more than half—and as this is an exceedingly convenient fraction to use under the circumstances, making it so easy to follow the calculation, we shall base our further reasoning on this proportion.

If we consider a route where the daily average of first-class and Government free mail and equipment aggregates exactly 200 pounds, that route would be subject to the minimum rate of \$42.75 per mile per annum, if no other mail were carried. Adding to this weight the equal weight of second, third, and fourth class mail and equipment doubles the weight, of course, but does not double the expense. The charge would be \$56.43, or \$13.68 in excess of that which would have to be paid for the first-class and Government free if there were no other mail carried.

In other words, when you get 400 pounds of weight, the first-class and Government free represents as nearly as can be calculated just about half of that, and if that alone were carried, it would have to pay \$42.75 per mile, but the two together make \$56.43, or \$13.68 in excess of the first figure.

How, then, shall the charges on a route of this kind be divided? Is it not proper to charge up to the main purposes of the Post-Office Department the carrying of official and letter mail, that which must be paid if no other mail were carried and charge to the subsidiary work only that additional expense which is incurred by reason of such mail being added? If we go by weight only, we shall charge second, third, and fourth-class mail with \$28.21, or one-half of the \$56.43, because it constitutes in the illustration one-half of the whole weight carried. If we consider the equities, we shall charge these classes with \$13.68, or about 24 per cent of the total, this \$13.68 being the excess over the minimum rate of \$42.75 that must be paid were only one letter carried.

On routes where more than 5,000 pounds is carried daily the annual charge for the excess over that amount is \$21.37 per ton. Take such a route where the daily average of first-class and Government free is in itself exactly 5,000 pounds. This would mean an annual charge of \$171 per mile, if only that mail were carried. The weight of the second, third, and fourth-class mail on such a route would be an additional 5,000 pounds, for which the annual charge per mile, at the

rate of \$21.37 per ton, would be \$53.40. One-half the amount paid for transportation on such a route is \$112.20. Shall we charge 50 per cent of the total cost of transportation to those classes of mail which add less than 23 per cent to the cost of carrying the weight of the official and letter mail on that route?

There are over 3,000 railroad routes in the country, and an analysis of the charges on each one would be a work requiring much time, and rather in the line of an expert accountant than anyone else. Enough has been here said to justify the argument that although second-class mail and its equipment constitutes 29.66 per cent of the whole weight of mail and equipment carried, it is not therefore to be charged with 29.66 per cent of the whole amount paid for railroad transportation over those routes where the weight affects the rate.

If the addition of second-class matter enables the Government to send the whole weight of mail at a lower rate per pound than would be paid for carrying the smaller quantity, ought not second-class mail to be credited with the saving effected? Even on the routes where the largest amount of mail is carried the charge can not be divided exactly in proportion to the weight of the different classes, because the cost of the first 5,000 pounds, which is a higher rate than that paid for the additional tons, must be charged to the primary purpose of the Post-Office Department—the transmission of official communications and letters.

On routes where a small amount of mail is carried second-class mail is not chargeable with more than one-seventh the total cost; for of the \$13.68 in the first example stated two-fifths must be charged to the third and fourth class mail.

Representative GARDNER, of New Jersey. Before you leave this subject I wish to make a suggestion and leave it there.

Suppose the commission, in an effort to have charged back to the War and the Navy and the Interior and all the other Departments their share of the burden on the post-office, should come in with the precise proposition that you make—that they are not to be charged with a percentage of the cost of the mail because the service is going on and the train is going to run anyhow—and should proceed to figure precisely as you do as to the amount of their added cost, what would you say?

Mr. TEN BROEK. I doubt if you quite get my idea about the primary purpose of the post-office.

Representative GARDNER, of New Jersey. Yes; I do.

Mr. TEN BROEK. I claim that the carriage of the mail of the War and the Interior and all the other Departments is the primary purpose of the Post-Office Department. The Government must carry its own communications between its various officers. I say that when we have reached a figure as to what it does cost to carry the Government mails then each Department should be charged whatever proportion of weight it contributes. It seems so strange to me that the Post-Office Department should sit up nights and try to find some way of figuring how it can reduce to a cipher the cost of carrying the communications of the various Departments. When the War Department sends 1,000 soldiers from New York to San Francisco it does not for a moment consider that it could send them for nothing, does it? Yet there is no difference, so far as my argument is concerned, between letters and soldiers.

Representative GARDNER, of New Jersey. Let us take a case now, as a matter of fact. Take the short distances, with low rates, \$42 per mile per annum, for the mails reaching the small towns a short distance out from the cities. As a practical matter of fact, so far as the Government mail is concerned going to these places, the Government could send a messenger with it once or twice a week, and at a great deal less than the cost you are charging us by your figures.

Mr. TEN BROEK. That is, of course, a far-fetched illustration, but it will do for my purpose, and it raises the point exactly that I raise, that the Government must send that communication. If the Government has a communication to send from here to Baltimore, and that communication is important, if it costs a million dollars it must be sent. That is the primary purpose of the Post-Office Department.

Representative GARDNER, of New Jersey. No; I think it is a perfectly good argument as against your proposition, if we see fit to make it, that the Government maintains the mail system very largely for the public benefit and charges a rate in postage as compensation for that service. But in so far as its own private business is concerned the Government would have no occasion for a mail route from Philadelphia to Medford, for instance, or Moorestown, or Merchantville, or Mount Holly. One messenger could carry all that mail at a tithe of the cost you are charging up to the primary purpose of the Post-Office Department in your figures. I merely wanted to suggest that view.

Mr. TEN BROEK. Yes; and the answer to that is this: The Government communications are very rare which are carried only a short distance. We must consider the country in its entirety. It is absolutely necessary for the Government to have some system of communication between Washington and San Francisco, between Washington and St. Paul, between Washington and New Orleans, and between New York and San Francisco, etc. The Government has reserved to itself the monopoly of carrying the mails. I am not prepared to say but that if the Government would let out to-day a contract for the carrying of the mail a private institution could carry it at a less cost than the Government is charging its citizens for the service. I believe that an investigation of that subject would show that if some express companies were allowed to bid on the carrying of the mail, instead of the deficit which we see here every year private corporations could figure out an enormous profit on the carrying of the mail.

When the Government carries my letter for two cents it is not doing me a favor at all. The Government has reserved to itself the privilege of carrying the mail. I am really violating the law when I send my office boy with a letter to a point 10 blocks away. It is a technical violation of the law, because the Government has reserved to itself the exclusive privilege and provides a penalty when the service is attempted to be conducted by anyone else.

Representative GARDNER, of New Jersey. That is a constitutional question which has not been passed upon.

Mr. TEN BROEK. On the route where the very largest amount of mail is carried it is chargeable with about 97 per cent of its proportion of weight; or, in exact figures, 28.98 per cent of the whole charge. The average amount to be charged lies somewhere between

these two figures, 14.5 per cent and 28.98 per cent. The exact amount might be determined by something over 3,000 separate calculations; but as time and space forbid these, let us reckon that on half the amount carried there is no appreciable saving effected, and that on the remaining half, the mail of subsidiary classes, doubling the weight carried, increases the charge for transportation by no more than 50 per cent. We shall then find the amount to be charged up to the mail of the second-class is not 29.66 per cent, but not more than 22.25 per cent of the amount paid for transportation in railroad routes where the weight affects the charge.

It is taken into consideration, in reaching this figure, that while an enormous amount of mail is carried on the few very large routes, where the charge is affected very nearly in exact proportion to the weight, there is also an enormous quantity of mail sent over the many hundreds of smaller routes, where the amount that must be paid for the carriage of the Government free and letter mail is very slightly increased by the addition of second-class mail.

Representative GARDNER, of New Jersey. Mr. Ten Broek, pardon me, while I think of it. Did you examine the question with a view to determining whether or not it is a fact that the Government, by its business methods, makes the increase of mail, of whatever kind, cost an additional sum about in proportion to that increase? That is to say, if I remember rightly, in 1880 the cost of the mails was about \$40,000,000. Last year it was \$192,000,000, if I remember correctly. Did you examine the weight to see if the appropriations have been fixed with relation to the increase in weight, or approximately?

Mr. TEN BROEK. I understand your question. No; I did not go into that.

Applying this ratio to the \$38,828,010.44 as above, we have \$8,639,-232.51 as the cost of transporting second-class mail during the year 1905; and adding to this the \$9,348,210.24, representing the cost of clerical help and carriers necessitated by second-class mail, we have \$17,987,442.55 as the addition to the expenses of the Post-Office Department during 1905, occasioned by handling and transporting mail matter of the second class.

Representative OVERSTREET. What do you do, if anything, with the cost of the extra service of railway post-office cars?

Mr. TEN BROEK. I think they have all been figured in here.

Representative OVERSTREET. I did not so understand.

Mr. TEN BROEK. I took the total paid for transportation.

Representative OVERSTREET. Did that include the railway post-office cars, which are extra?

Mr. TEN BROEK. Yes. I am quite sure these figures include every item of transportation except the few hundred thousand on the star routes.

Representative OVERSTREET. You spoke of that.

Mr. TEN BROEK. Yes; I deducted that.

Representative OVERSTREET. I did not understand that the total paid to the railroads included the extra paid for full railway post-office cars.

Mr. TEN BROEK. That is my understanding of these figures.

Representative OVERSTREET. At all events, you are of the opinion that that ought to be charged as a part of the transportation?

Mr. TEN BROEK. Undoubtedly. I take every item of transportation. I think it is almost impossible to figure down this question, as was attempted yesterday, by taking the average haul. I think the average weight is the only thing that can determine it, because—

Representative OVERSTREET. If you included the extra pay for railway post-office cars, do you think that that pay should have no greater per cent charged against second class than the general average that you give, when you understand that two-thirds of the railway post-office car is equipped solely for the distribution of second-class mail?

Mr. TEN BROEK. But is it not also equipped for first-class mail?

Representative OVERSTREET. One-third of it is equipped, but the pay is proportioned to the length of the car, and if your logic were pursued, that you eliminate second-class mail, then you would eliminate two-thirds of the length of the car, because but one-third is used for the distribution of other classes of mail.

Mr. TEN BROEK. Let me understand you. Is two-thirds devoted entirely to the second class, or to the second, third, and fourth classes?

Representative OVERSTREET. I am not quite sure, but it is set apart—

Mr. TEN BROEK. That is another element in the calculation.

Representative OVERSTREET. That is true enough, but I wondered whether in your calculations you have taken into account the fact that but one-third of the car, the so-called full R. P. O. car, is equipped for the distribution of first-class mail?

Mr. TEN BROEK. No; I have not taken that into consideration.

Representative OVERSTREET. Then your per cent of charge against the cost of second-class mail is not high enough with reference to the full R. P. O. car.

Mr. TEN BROEK. That may be true. I do not claim to be a final authority on the subject. I have tried to give the Commission a starting point for the inquiry.

Representative OVERSTREET. I was greatly interested in your calculation, and I wanted to see if any item was omitted.

What, if anything, have you done with regard to the screen-wagon service which hauls the second-class mail as well as all other mail between the post-office and the cars, or between the cars and the post-office when it is delivered at the city of destination? Have you added anything for that expense?

Mr. TEN BROEK. Not unless it appears in the itemized account of expenses of the Post-Office Department.

Representative OVERSTREET. It does appear, but it is not dependent upon weight. It is contract service. But nevertheless a certain per cent of the bulk of the mail is second class.

Mr. TEN BROEK. Yes.

Representative OVERSTREET. And that must necessarily be considered by contractors in the making of their bids for the screen-wagon service. I have not observed that you have taken into account that element of cost.

Mr. TEN BROEK. No; I have not, unless it appears somewhere in the totals. But I want to say this: I have made allowances here for items with which I was not conversant, notwithstanding my thorough investigation of this subject. But the items with which I am not con-

versant I am satisfied are so small that I have made enough allowances by being liberal in the other directions.

Representative OVERSTREET. I merely wanted to ascertain if there were any omitted elements.

Mr. TEN BROEK. I understand.

Representative OVERSTREET. Have you taken into account in your calculations the element of the cost of mail-messenger service, which differs from the screen-wagon service in that individuals carry the mail in place of screened wagons, between depots and post-offices? That is a contract service and not dependent upon weight. But evidently bidders take into consideration the amount of second-class mail when they come to make up their bids for mail-messenger service. I have wondered whether you have included that element of charge.

Mr. TEN BROEK. If the bidders do take that into consideration, and increase their bids, then undoubtedly there should be a portion charged to the second-class mail.

Representative OVERSTREET. I wish to inquire whether your calculation includes that item.

Mr. TEN BROEK. No; it does not. I gather it is not very large, and it would increase only a very small fraction the cost of carrying second-class mail.

Senator CARTER. It must enter to a considerable extent in the charge of the railroad where the railroad company undertakes to deliver the mail a certain distance from the train.

Representative GARDNER, of New Jersey. I take it my friend from Indiana means beyond the 80-rod limit.

Representative OVERSTREET. It is not dependent upon weight, but nevertheless it is evidently considered by contractors when they make their bids.

Mr. GLASGOW. Part of it is included in the railway pay.

Representative OVERSTREET. No, it is not included; they are separate items.

Senator CARTER. There is a service, between the 80-rod limit and the star route, which is performed by messengers employed for the purpose.

Representative OVERSTREET. It is not large; a few million dollars. There is not much in the screened wagon service. I have forgotten the exact amount. Roughly, I think the two combined would be something under \$5,000,000.

Mr. GLASGOW. Whatever the amount, it would be included in his estimate of the sum paid to the railroads.

Representative GARDNER, of New Jersey. Everything within the 80-rod limit is included within the railroad pay; but that is not what I understand Mr. Overstreet to refer to.

Senator CARTER. No; he refers to that part of the service beyond the 80-rod limit and short of the star route.

Representative OVERSTREET. There are many post-offices outside the 80-rod limit, and they are served by mail messengers in cases where the quantity of mail is so small that an individual can handle it on his back or in a cart. The screen wagon service is limited to metropolitan points, where the quantity is so large that it must be handled in wagons.

Mr. GLASGOW. I thought your question was broad enough to cover the 80-rod limit.

Representative OVERSTREET. Oh, no.

Mr. TEN BROEK. May I proceed?

Representative OVERSTREET. I merely wished to ascertain if there were any omitted elements of cost. Proceed, Mr. Ten Broek.

Mr. TEN BROEK. The whole addition which the handling of second-class mail makes to the expense of the Post-Office Department being \$17,987,442.55, and the actual weight of the matter handled being 709,246,073 pounds, the cost per pound is found by dividing the total cost by the number of pounds handled. The division gives us 2½ cents per pound as the cost of handling 1 pound of second-class matter.

This will answer your question, Mr. Overstreet. We are getting now to where we differed on the form of your question.

Let us now take up the question of the revenue produced. The statement of the Postmaster-General intimates that there is nothing worthy of consideration beyond the amount paid in at the cent-per-pound rate. Let us go into the question with care, referring again to the report of 1890 for our information, as to the revenue derived from second-class mail sent under various conditions, and multiplying the figures given there to increase this revenue in proportion to the increase of the cent-per-pound matter.

The local postage—that is, the stamps affixed to copies sent to local subscribers—amounted in 1890 to \$252,545.33. If we suppose this class of second-class mail to have increased in the same ratio as that mailed at 1 cent a pound (which we believe is a perfectly fair inference), we shall find that it amounted in 1905 to \$896,535.92. This is the amount which the Postmaster-General dismisses as unworthy of consideration, but publishers, being used to counting the pennies closely, will probably contend that it should be included in the calculations.

There is another source of revenue which he ignores. We refer to postage on copies of such publications mailed by other than the publishers and news agents. There is a special rate accorded to second-class mail so sent, which is less than that on other printed matter, and consequently this revenue was estimated separately in 1890 from that resulting from the sending of ordinary third-class matter.

For instance, if I received a second-class publication and I want to remail it to Senator Carter, there is a special rate on that different from third-class mail.

This kind of second-class mail paid postage in 1890 amounting to \$889,507.39. An increase in the same ratio as the 1 cent per pound matter would have produced in 1905 \$3,948,751.23. This item of revenue is entirely ignored throughout the official reports of the Department as affecting the question of returns from this class of mail, but there seems to be no good reason why an item of revenue which is derived solely from second-class matter, the rate being specially fixed by law as applying only to this class of mail, should not be considered as affecting the question of returns from second-class mail.

Adding these items to the \$6,186,647.54, which the Postmaster-General and his assistants intimate is the whole revenue derived from second-class matter, we have \$10,031,934.69; divide this by the number of pounds sent, we will find that second-class mail matter pays

in direct revenue an average of about \$0.014 a pound. It will be noted that, as above stated, the estimated number of pounds includes the "free in county" matter.

Deducting this direct revenue from the actual cost as figured above, we find that second-class mail adds to the expenses of the Post-Office Department not more than \$0.011 per pound over and above the direct revenue derived from it. The fact that this does not occasion a constant increase of the deficit in proportion to the increase of the weight of the second-class mail shows that there must be an indirect revenue, the amount of which is exactly proportioned from year to year to the amount of the second-class mail matter. This indirect revenue is indeterminate excepting by considering the amount of the deficit which would otherwise be brought about by the handling of more than 700,000,000 pounds of mail matter at 1 cent per pound less than the direct revenue derived from it. In Bunyan's dream the "much water" did not quench the fire which the Interpreter showed to Christian, because the flame was secretly fed with oil; and the net earnings of the Post-Office Department are not extinguished by the flood of second-class matter, because the indirect revenue secretly feeds the receipts.

The Post-Office Department has persistently ignored indirect revenue; although an inquirer who is anxious to ascertain the whole truth will admit that we can no more exclude such revenue from consideration than the poultry man in "estimating" his "deficit" at the close of the year could ignore the returns from the sale of eggs because eggs are not chickens. The comparison indeed is hardly strong enough, for the eggs require a certain amount of care; the poultry man could allow them to rot or could throw or give them away; but there is no concealment or extinction possible in connection with these items which the Post-Office Department so resolutely excludes from consideration in connection with the question of the returns from second-class matter.

The first of these items is the profit on letter mail necessarily sent out and received by publishers of second-class matter exclusively in the conduct of their business.

It would be easy for the Post-Office Department to get some definite figures on the subject. A blank could be sent to every holder of a second-class permit, requiring a statement under oath of the amount of first-class postage and number of letters received per annum, solely in the conduct of the business of the publication mailed under that permit.

Representative GARDNER, of New Jersey. Let me interrupt you right here, so as to get the thought as we go along. What causes this increase in first-class mail resulting from second-class mail publications? Is it the advertisements?

Mr. TEN BROEK. I will get to that. What I am considering now is only the first-class mail that results from the correspondence necessary in the conduct of the business of the publication which has a second-class permit. I divide them into two parts. I will illustrate right here: All large publishers keep a separate account of this expense, because it is so considerable. We can only speak from experience in one case—that of the Mercantile Adjuster. Its first-class postage for letters sent and received solely in the conduct of its business amounts to a figure which equals not less than 7 cents a pound



on its second-class mail. That is not from advertisements. That is postage which is required by us in the conduct of our business. It is an amount which equals 7 cents a pound on the second-class mail which we send out.

Just what is the profit in handling first-class mail it is impossible to state, but we have never seen the estimate made at less than one-third. Taking one-third of this figure as the profit, we find that the Government receives from the Mercantile Adjuster not only the 1 cent per pound paid at the time of mailing, but 2 cents per pound in addition as profit on first-class mail sent out and received by the publishers solely in the conduct of the business.

This makes a total of 3 cents per pound, and if our conclusions that the cost to the Government of carrying second-class mail is 2.5 cents per pound are correct, then the Government derives a profit of at least one-half of a cent per pound on each pound of the Adjuster's second-class mail. This does not take into consideration any part of the correspondence on which letter rates are paid by the subscribers and advertisers, which must be enormous in amount, or the 5,000 attorneys and banks advertising would not be so ready to renew their contracts.

In fact, when we come to the mail stimulated by the advertisements in publications of the second class the figures must be stupendous, taking into consideration the millions spent by advertisers whose whole business consists in selling the articles advertised to customers reached solely through these advertisements; for advertising through other mediums, such as billboards, street cars, etc., prompts personal, but not mail, purchases. It is a field which is beyond our calculation, and the amount of postal revenue thus produced can only be remotely guessed at. It has been stated that a single advertisement has originated more than 3,000 answers.

I was perfectly staggered yesterday when I heard the statement—I thought I had the figure pretty large when I said 3,000 answers—that one advertisement had brought 900,000 inquiries. It was not an advertisement in one paper, but one advertisement in about six papers, I think. It brought 900,000 inquiries. It is so far beyond any estimate I had made that I was paralyzed by it.

Representative GARDNER, of New Jersey. This may be foreign to your argument, but accepting those statements as facts and accepting as a fact the further contention that the Government makes money on that correspondence above the loss, if any, upon the second-class matter, is not the Government making a business mistake and going on a wrong theory in excluding publications intended primarily for advertising purposes?

Mr. TEN BROEK. If you take the construction of that phrase as you put it in your question, and as you, I think, intend me to understand it—that is, a publication which is published only for advertisements—then I say, yes. But my construction of that part of the law—"a publication intended primarily for advertising purposes"—is that which refers to house organs. For instance, here is a drug house which sends out under the title of *The American Druggist*, as I know one house does (I think that is the title), price lists and only its own advertisements. That is a publication intended merely for advertising purposes. And in excluding those publications I do not think the Government would lose money. But when

you exclude publications which, on the theory of the Post-Office Department, are intended primarily for advertising purposes—that is, containing more advertising than reading matter—then undoubtedly the Government would lose a good deal of money.

Take the publications, for instance, in Portland, Me., and the mail-order publications. The amount of first-class mail which those publications stimulate must be something almost beyond our calculation—that is, we could not make a fair estimate of it; and the Government, from a business standpoint, I think, is certainly making a mistake in excluding those publications.

Let us, however, give a single instance from recent personal experience.

Lippincott's Magazine is a publication which, according to the rather fine-drawn distinction of the Third Assistant Postmaster-General, may be said to contain literature rather than to be devoted to literature; and as its contents are mainly fiction, it may perhaps be regarded by the Department as unworthy of second-class privileges. A clerk in our office, however, bought a copy at a newsstand—it cost the Department but little beyond the transportation, to handle that copy—and was misguided enough to seek for items of information, otherwise news, in the advertising pages. An announcement regarding an edition of Poe's works was found, and the advertisement was further shown to an associate. Both determined to invest.

Now, let us see the first-class mail stimulated by this one advertisement. A letter giving the order was sent on; reply was returned asking for signature of a formal contract and inclosing a stamped envelope. There are to be 15 additional payments, for each of which the publishers agree to send a coin carrier, and for each of which a receipt will, of course, be mailed. That makes 48 pieces of first-class mail for each purchaser, or 96 in all, as the result of the reading of that advertisement in one copy of the magazine in question. Did the Government lose anything on that transaction?

This will give us only a vague idea of the mass of first-class mail, and I think it proves unequivocally my contention, as it is proved by the first table to which I called your attention, that the people who framed the law of 1879 must have gone into this subject with a great deal of care, or else they were mighty good guessers, because, as I say, the indirect revenue fluctuates so automatically that the increase or decrease of second-class mail has no effect whatever upon the deficit in the Post-Office Department or upon the final revenue.

In presenting the foregoing calculations we have sought to trace very plainly the steps by which the several figures were reached when they were not taken direct from the official reports. We have aimed, wherever a choice was possible, to adopt that course which was most clearly conservative, and which consequently could be most confidently maintained. We believe that the final result reached that the cost of handling mail matter of the second class does not add to the expense of the Department a sum exceeding \$0.025 per pound, while it pays a direct revenue equal to \$0.014 and an indirect revenue which must be equal to \$0.011 is one which can not be successfully controverted by anyone who will present his arguments and figures with any regard to actual existing facts; if they be based on data which have been found to yield "unreliable and unsatisfactory

results," and if they omit from the calculation one-eighth of all mail handled, they can be made to maintain any position, however unreasonable, that may be assumed.

The Department, by basing its calculations on the figures of 1896 instead of those of 1900, and totally ignoring the most important class of mail matter carried, the Government mail, a class that the weighing of 1900 had shown had increased more rapidly in weight than the letter mail, and almost as rapidly as third and fourth-class mail, and much more rapidly than second-class mail, succeeds in "showing" that mail matter of the second class constituted two-thirds of the weight of all the actual mail matter handled; by ignoring the differing weight of the equipment required for the several classes, the fact that second-class mail requires less handling than any other kind of matter, the fact that there are not nearly so many pieces to the pound as in any other kind of mail excepting fourth class, it succeeds in giving the impression that two-thirds the expense of the Post-Office Department is chargeable to the publishers of the country. By ignoring the returns from local and transient second-class mail and the indirect revenue derived from the profit on first-class mail that is rendered necessary or possible by second-class mail, it succeeds in creating the impression that publishers are enjoying a "subsidy." We might do less violence to the facts and prove that the population of Maine is greater than that of Mississippi, because to do that we should only have to ignore one element with which the remainder of the population of Mississippi would probably be quite willing to dispense—the colored population—whereas the Post-Office Department rigorously excludes no less than eight. These are:

1. The figures derived from the latest official weighing, that of 1900.

2. The varying ratio at which the different classes of mail increase.

3. The Government free mail, constituting more than one-eighth of the entire weight of actual mail.

4. The variation in the weight of equipment required for the different classes, that used for the second-class mail weighing but one-eleventh as much as the mail itself, while that used for other classes weighs much more than the actual mail.

Those conditions may be different now, but these calculations were based on a time when those were the facts.

5. The amount of work done by publishers in distributing second-class mail, more than nine-tenths of the sacks being "made up" before mailing.

6. The smaller number of pieces to the pound in the case of second-class mail.

7. The direct revenue through local and transient second-class mail.

8. The indirect revenue directly proportioned to the amount of second-class mail sent.

The simple fact is that the citizens and their representatives can have no knowledge of the immense business concern known as "the United States Post-Office Department," excepting that derived from the official reports of that Department, and it is impossible to ascertain definitely from those reports the data necessary in determining upon any change in the present rates. The questions which the Department should answer are these:

First. What weight of pure mail matter of each class is actually handled?

Second. What is the total weight of each class, with its equipment?

Third. What revenue does each class yield?

Fourth. What part of such weight is sent over routes where the weight of the mail does not affect the charges; and what is the total amount paid for such transportation?

Fifth. What part of the salary expenses should be charged to each subsidiary part of the Department's work?

Sixth. What part of the contract rate, on each of the nearly 3,000 railway routes where the weight affects the rate, should be charged to such subsidiary mail?

The answers to these questions would show the exact cost of handling each class of mail matter; and upon such information intelligent legislation could be based. We believe that every publisher should urge that such investigation be made, for an exhaustive study of the subject shows that the more light we can throw on the conditions the less we find to be the actual cost of handling mail matter of the second class.

It is not our purpose, however, to present any arguments or recommendations or to advocate any policy. Able and exhaustive arguments have been presented along many different lines. It has been held by some that a reduction of the railroad rates is what is required; by others, that the free matter should either be more carefully regulated or that the several Departments should meet the expense of carrying their own mail; it is sometimes whispered that the quadriennial weighing, on which the rates to the railroads are based, is at a time when more than the average amount of franked matter is sent over the routes that are subject to new contracts, the rates being thus increased materially without any need of it; it is urged that second-class mail so stimulates first class that the low rate should be allowed to all printed matter; it is pointed out that when Representative Cannon, now Speaker, defended the present rate in a speech quoted by Justice Harlan in his dissenting opinion in *Houghton v. Payne*, 194 U. S., 106, his repeated use of the word "advisedly," as characterizing this legislation, showed that he believed that they knew what they were about in fixing this rate; it is urged that if the canny Scots in charge of governmental affairs in the country to the north of us can see the way clear to continuing the one-half cent and one-fourth cent rate on second-class publications issued in Canada, with its magnificent distances and sparse population, the United States, with a population more than fourteen times as dense, should not increase the rate in this country, already double and quadruple that of Canada.

With such questions as these we have not attempted to cope. Ours has been a much humbler task—to find, from figures of undoubted authority and accessible to every citizen, the relation which the cost of handling second-class mail bears to the revenue derived from it. In this effort we have been hampered as by the lack of recent definite information, and led astray many times before reaching our conclusions by the "estimates" of those whose statements should be exactly true.

The work of preparation has been arduous, but if we have elucidated for this commission any one of the many points in second-class

mail about which such uncertainty and doubt exists the time will have been well spent.

Now, gentlemen, I stand upon the unequivocal ground that second-class mail should pay the cost of its handling, and I claim there should be no ideal distinction made, but I believe there should be a broad and liberal interpretation of the law. I believe that second-class mail should not under any circumstances pay more than first-class freight or express. I believe that the Postmaster-General should be authorized and empowered to go into the open market and get the mail matter of the second class especially and third and fourth classes carried at just as low a figure as a merchant can go and have white paper carried.

I do not believe there is any sacred character attaching to second or third and fourth-class mail. I believe that wherever possible the express routes should be used to carry second-class mail. I do not think it is a matter of such extreme importance to have second-class mail arrive within twenty-four hours of the time that can be figured for its arrival, or, in other words, if we allow a latitude of twenty-four hours it should be ample, because second-class mail, if it is of such very important character that the publishers must estimate to the minute when it will arrive it is not properly second-class mail.

I believe, with those economies, and I believe with expert accountants figuring on this matter, a satisfactory solution can be arrived at. Gentlemen, if the United States Steel Corporation, with its tremendous business, were to have a problem like this up for discussion, it would employ outside experts, well-known accountants, and they would probably take months in going through the business of the United States Steel Corporation; and, gentlemen, I do not see how you can possibly prepare an intelligent report in this case until just such an examination has been made of the books of the Post-Office Department. It may require six months in which to do it.

Those are the conclusions which I reach after a study of this subject.

Representative OVERSTREET. Mr. Ten Broek, before you close I should like to ask one or two questions.

I have been very much interested in your calculations of the cost, and have been solicitous about the omission of any element which ought to be considered. I find that the amount paid to railroads in the year 1905 was \$39,384,916.17. Was that the figure which you gave the commission?

Mr. TEN BROEK. That is right.

Representative OVERSTREET. That does not include the pay to the railway post-office car service. Therefore you would feel yourself that ought to be calculated in the element of cost—some per cent should be.

Mr. TEN BROEK. Undoubtedly. How much was that, Representative Overstreet?

Representative OVERSTREET. I can not remember what it was for that year. It was something over \$4,000,000.

Mr. TEN BROEK. Undoubtedly that ought to be included.

Representative OVERSTREET. And you stated a while ago that you did not include any charge on account of the mail-messenger service or the screen-wagon service.

Mr. TEN BROEK. I do not think I did.

Representative OVERSTREET. Did you include any charge on account of separation of service? That separation of service is based upon a count of pieces transported through a third or fourth class office destined for another office upon which there is no cancellation of stamps. It is not a great appropriation. I think at the period for which you have calculated it was something in the neighborhood of a million or a million and a quarter of dollars. It is less since then.

Mr. TEN BROEK. I do not think that is included.

Representative OVERSTREET. Of course, in the fourth-class offices, you appreciate, there are a great many pieces of second-class mail?

Mr. TEN BROEK. Yes. That was not included in the total for the clerks?

Representative OVERSTREET. Oh, no; it does not come in with clerks at all.

Mr. TEN BROEK. Have you that figure there? Then we can get at it. For example, the clerks in the post-office—

Representative OVERSTREET. At all events you did not include it?

Mr. TEN BROEK. No; unless it is included in the clerks in the post-office.

Representative OVERSTREET. It is not included in that. Neither did you include any proportion of the cost for the street-car service, which handles mail in large cities—mail of all classes, second as well as first, third, and fourth.

Mr. TEN BROEK. No.

Representative OVERSTREET. Nor the cost of construction and repair of mail bags, a great number of which are used in the second-class service exclusively.

Mr. TEN BROEK. No; that was not included.

Representative OVERSTREET. Nor the cost of the assistant superintendents of the Railway Mail Service, who devote their entire time to second-class mail, in teaching the publishers the routing methods. You did not include that?

Mr. TEN BROEK. I think the total of that should be included.

Representative OVERSTREET. Exactly. Nor did you give any charge to second-class mail on account of the appropriation for foreign mail, the mail that goes out of the country on steamers.

Mr. TEN BROEK. I do not think I did.

Representative OVERSTREET. Or the steamboat service. Then there are a number of elements of cost that you have not included in your cost against the second-class mail.

Mr. TEN BROEK. I have no doubt there are; but I think it will be found, if the Post-Office Department can figure it down, that those small items which should be charged in addition to the others—small in proportion—would be more than covered by the very liberal allowance which I have made in the other items, because, you will remember, we calculated the proportion of clerk hire for every post-office in the country and every letter carrier.

Representative GARDNER, of New Jersey. Mr. Ten Broek, we may differ. I am as liable to be wrong and perhaps more so than you in the items which we should include in transportation, but the difference is so wide that I wish to call your attention to it. Have you given consideration to the question whether some of these things should be considered in your figures?

Mr. TEN BROEK. I shall be glad to hear any suggestions you may have to make.

Representative GARDNER, of New Jersey. Take what has not been mentioned—the Railway Mail Service. Whether wisely or not, that is a part of the transportation of the mail, is it not?

Mr. TEN BROEK. Did I not mention that in my figures?

Representative GARDNER, of New Jersey. No; I think you are basing your calculation on about \$40,000,000, for instance. If I figured the transportation of the mails correctly, we expend, in round numbers, for star routes, which is properly part of the transportation, seven and a quarter million dollars; messenger mail service, \$800,000.

Mr. TEN BROEK. Is that special-messenger service?

Representative GARDNER, of New Jersey. Yes.

Mr. TEN BROEK. Of course second-class mail matter does not figure in special-messenger business. That is only for letters.

Representative GARDNER, of New Jersey. The second class is figured in it; that is, the carrying of mail from the depots to the post-office, outside of the 80-rod limit.

Mr. TEN BROEK. We misunderstand each other. I thought you meant the 10-cent special delivery.

Representative GARDNER, of New Jersey. No. We expend for the screen-wagon service about \$1,350,000. Forty-three million dollars was the last appropriation for the Railway Mail Service; \$5,000,000 for the railway postal car service, which seems to be a part of the transportation. So, taking all these items, we have not \$40,000,000, but \$74,500,000.

Now, adding to those things sundry matters easily recalled, like its share of the mail bags, and the handling, and so on, and so on. I reach the figure of about \$80,000,000, instead of \$40,000,000. So there would be that difference to start with in making these several calculations.

Mr. TEN BROEK. As I said, I have given you gentlemen the starting point for this calculation. I do not claim to be an expert in this matter, but somewhere and somehow a start must be made in this calculating. But, whatever is the figure that is reached, I say that second-class mail ought to pay the cost of handling it. I stand firmly on that ground.

Representative OVERSTREET. Handling and carriage?

Mr. TEN BROEK. Handling and carriage. The whole machinery of the Government is, of course, necessary for the handling of the Government mail and first-class mail, and when the Government devotes that machinery, that great executive force, to second-class mail, it is already contributing something to it. We ought to be very careful in making the calculations. I think in estimating the cost of second-class mail it should be given the benefit of every doubt, because undoubtedly the cheap circulation of newspapers and magazines is beneficial to a great extent. But this Government is not in the philanthropy business. It is not an eleemosynary institution. There is no more reason why this Government, if I am a publisher of a religious newspaper, should help in carrying that newspaper than that I should call upon the Government to help me support the hospitals which I forsooth may—

Mr. GLASGOW. Has not that been the policy of the Government for a hundred years?

Mr. TEN BROEK. I am not prepared to say it has been.

Mr. GLASGOW. Have you not seen over and over and over again the recommendations of the Postmaster-General that the second-class of mail matter be required to pay the actual cost of transportation, and have you not seen Congress turn down those recommendations?

Mr. TEN BROEK. Possibly for the reason that the actual cost of transportation has not been determined.

Mr. GLASGOW. Do you think it is impossible to reach such a conclusion?

Mr. TEN BROEK. Do I think it possible to ascertain the exact cost?

Mr. GLASGOW. Yes.

Mr. TEN BROEK. I think it is. That is my answer to the question. Any other answer to that question would simply say it is impossible to conduct the business of the Post-Office Department rightly. The great firms of accountants can give you some system of getting at that cost.

Mr. GLASGOW. Do you think it can be done under the present system and the present arrangement?

Mr. TEN BROEK. Not under the present system and conditions.

Mr. GLASGOW. How are you going to arrive at what is the actual cost in order to charge it against second-class mail?

Mr. TEN BROEK. Get your expert accountants and have them take it up and go carefully into the subject. I am satisfied this commission has only begun at the edge of this subject.

Mr. GLASGOW. But, as I understand you, you say second-class mail ought to pay the actual cost of transportation, and in arriving at that actual cost of transportation you are going to allow to the second class of mail matter credit for the profits which are made, created by it, in the first and other classes.

Mr. TEN BROEK. Of course, gentlemen, every item which can in any way be credited to second-class mail ought to be credited to it. Do not understand me as arguing that there should simply be a direct return from second-class mail, because you saw, for the enormous figures presented yesterday, that there must be an indirect revenue, which I claim is so nicely proportioned, as the table which I presented shows, that the increase or decrease of second-class mail has no effect whatever upon the deficit.

Mr. GLASGOW. Would you make any allowance for the fact that information of a public character, beneficial to the citizenship, was disseminated by the carriage of second-class mail matter?

Mr. TEN BROEK. I can not make that allowance, because the Government is not here for that purpose. So far as—

Mr. GLASGOW. The State governments certainly have free schools all over the country?

Mr. TEN BROEK. Yes.

Mr. GLASGOW. Do you think they are not here for that purpose?

Mr. TEN BROEK. Undoubtedly for that purpose, but the Post-Office Department was not established for that purpose.

Mr. GLASGOW. The Government appropriates \$28,000,000 for the rural free-delivery service. It does not get anything back for it. That is eleemosynary, according to your view.

Mr. TEN BROEK. Certainly.

Representative GARDNER, of New Jersey. Do not let that go into the record unchallenged, because the advocates of the rural free-



delivery system insist, with all the emphasis that the publishers maintain, that second-class mail stimulates first-class mail matter, that the rural free-delivery system is increasing very greatly first-class mail.

Mr. GLASGOW. Mr. Gardner, you do not understand me. I did not say it was an eleemosynary purpose, but that according to Mr. Ten Broek's theory it was eleemosynary; it was not paid for. (To Mr. Ten Broek.) If the Government appropriates \$28,000,000 to the rural free-delivery service, and does not see the actual money coming back, do you think that is beyond the purview of the General Government?

Representative OVERSTREET. It does see a large part of it coming back.

Mr. GLASGOW. I understand that.

Mr. TEN BROEK. The rural free delivery is not eleemosynary.

Mr. GLASGOW. I think it is all right.

Mr. TEN BROEK. I say if I live 90 miles from a post-office, and if the Government has undertaken to carry the mails to its citizens, I am entitled to receive my letter, although I live 90 miles from the post-office, just as well as if I lived next door to the post-office.

Mr. GLASGOW. I think you are perfectly right; but what I wanted to know is whether it is your idea that the Government should do nothing unless it is paid for on an absolute commercial basis?

Mr. TEN BROEK. That is my idea about the Post-Office Department. I can not get away from it. The more I study it the more convinced I become that the Post-Office Department is not here as an eleemosynary institution. If I want to circulate a tract I believe the good Lord will raise up men to do it at the proper time. If a tract society has anything which can be construed into a newspaper, then I believe it has a right to circulate it through the mails. I believe the broadest possible distinctions should be made. I do not believe there should be narrow distinctions. The more I study this question the more I feel that the terms of the law of 1879 provided for this matter in language that can not be improved upon. You have that law. You have to confine yourselves to certain broad general statements, and then depend upon a liberal interpretation of those statements for the carrying out of the spirit of the law.

At 1 o'clock p. m. the Commission took a recess until 1.30 o'clock p. m.

#### AFTER RECESS.

At the expiration of the recess the Commission resumed its session.

The CHAIRMAN. Mr. Boyce, the Commission will hear you if you are ready.

#### STATEMENT OF W. D. BOYCE.

Mr. BOYCE. Mr. Chairman and Gentlemen of the Commission, I had the honor to appear before you in New York, at which time I represented 4,200 papers. Since that time nearly 900 more have been added, and since that time we have broadened our scope, to include the suggestions that were brought out before the Commission. But I will be brief; twenty minutes, I think, will enable me to say all I have to say.

I wish to present a continuation of the report of The American Weekly Publishers' Association, of which I am president.

At your session in New York, the first week in October, I submitted the result of three referendum votes cast by the American Weekly Publishers' Association. I now have the result of seven additional votes to present.

It is the policy of this association to assist this Commission by furnishing you reliable information and then to depend upon you to do the rest.

We do not believe you need direction through "recommendations and suggestions," but that you need more light on the questions at issue, and that with sufficient data you can make practical recommendations to Congress that will not disturb the business of publishers or injure the interests of the Government.

I have the honor to represent 4,941 publishers, and almost to a man they desire me to state to you that they most respectfully request you to correct the opinion created by statements made by the Post-Office Department that they "abuse" the laws governing second class of mail matter. They state that no law can be abused; it might be broken, but never abused; and if violated, the offender should be properly tried, the same as the violators of any law of our land and punished if found guilty by properly constituted courts of justice.

It is the unanimous opinion of the publishers of our association, so far as heard from, that the suggested ruling by the Third Assistant Postmaster-General as to how an advertisement should be set up, how much blank space, the wording an advertisement should contain that goes to make up a coupon proposition, is unwarranted by any possible legal construction of the laws governing matter of the second class.

They further state that they know positively that if a coupon ruling is enforced it will reduce the highly profitable first, third, and fourth class mail and work a great hardship on publishers, without producing any moral or financial good for the Government.

The referendum vote on ten questions herewith submitted by the members of our association and a few dailies and monthlies is the only signed, definite, and positive expression on the exact position of the press ever placed before a Congressional commission or Congress itself.

This referendum vote represents 4,652 weeklies, 103 dailies, and 186 monthlies, or 4,941 different publications with a combined circulation per issue of 31,467,863 copies.

#### 4,652 WEEKLIES.

*Referendum Vote No. 1.*—Are you in favor of continuing the present rate of postage on second-class matter? Yes; 98 per cent.

*Referendum Vote No. 2.*—Are you in favor of a postal law requiring publishers to discontinue sending their paper to subscribers beyond the time for which they have paid in advance? No; 88 per cent.

*Referendum Vote No. 3.*—Are you in favor of exchanges, free copies to advertisers and sample copies, not for advertising purposes, but to secure new subscribers, passing through the mails at the regular second-class rate as heretofore? Yes; 98 per cent.

*Referendum vote No. 4.*—Should the Government pay the railroads for carrying mail more per ton per mile than the express companies pay the railroads for carrying express under "similar circumstances and conditions?" No. 99 per cent.

*Referendum vote No. 5.*—Is a publication that uses "ready prints," "plates," "clippings," "reprint matter," or supplements entitled to entry as second class? (This right has been questioned.) Yes. 94 per cent.

*Referendum vote No. 6.*—Should a publisher be allowed to offer any inducement to secure a subscription to his paper—such as clubbing with other papers, premiums, reduced rate, additional issues free, etc.? Yes, 91 per cent.

*Referendum vote No. 7.*—Should a publisher be limited as to the commission he can pay solicitors in cash or goods to secure subscribers or renewals? No, 90 per cent.

*Referendum vote No. 8.*—Should a publisher be allowed to exchange his advertising or subscription for merchandise, services, railroad transportation, etc.? Yes, 90 per cent.

*Referendum vote No. 9.*—Are you in favor of a commission to which publishers can appeal; also the right of appeal to the United States court of the district in which the publication is entered? Yes, 98 per cent.

*Referendum vote No. 10.*—Do you believe the United States should be able to carry second-class matter on as favorable terms for publishers as Canada? Yes, 96 per cent.

NOTE.—Canadian rate, free within 40 miles; one-fourth of a cent per pound 300 miles; one-half of a cent any place in Canada, United States of America, etc. Periodicals with supplements, maps, or samples, etc., pay a maximum of 1 cent per pound.

## 103 DAILIES.

*Referendum vote No. 1.*—Are you in favor of continuing the present rate of postage on second-class matter? Yes, 99 per cent.

*Referendum vote No. 2.*—Are you in favor of a postal law requiring publishers to discontinue sending their paper to subscribers beyond the time for which they have paid in advance? No, 81 per cent.

*Referendum vote No. 3.*—Are you in favor of exchanges, free copies to advertisers, and sample copies, not for advertising purposes but to secure new subscribers, passing through the mails at the regular second-class rate as heretofore? Yes, 98 per cent.

*Referendum vote No. 4.*—Should the Government pay the railroads for carrying mail more per ton per mile than the express companies pay the railroads for carrying express under "similar circumstances and conditions?" No, 90 per cent.

*Referendum vote No. 5.*—Is a publication that uses "ready prints," "plates," "clippings," "reprint matter," or supplements entitled to entry as second class? (This right has been questioned.) Yes, 92 per cent.

*Referendum vote No. 6.*—Should a publisher be allowed to offer any inducement to secure a subscription to his paper—such as clubbing with other papers, premiums, reduced rate, additional issues free, etc.? Yes, 92 per cent.

*Referendum vote No. 7.*—Should a publisher be limited as to the commission he can pay solicitors in cash or goods to secure subscribers or renewals? No, 86 per cent.

*Referendum vote No. 8.*—Should a publisher be allowed to exchange his advertising or subscription for merchandise, services, railroad transportation, etc.? Yes, 94 per cent.

*Referendum vote No. 9.*—Are you in favor of a commission to which publishers can appeal; also the right of appeal to the United States court of the district in which the publication is entered? Yes, 99 per cent.

*Referendum vote No. 10.*—Do you believe the United States should be able to carry second-class matter on as favorable terms for publishers as Canada? Yes, 96 per cent.

NOTE.—Canadian rate, free within 40 miles, one-fourth of a cent per pound 300 miles, one-half of a cent any place in Canada, United States of America, etc. Periodicals with supplements, maps, or samples, etc., pay a maximum of 1 cent per pound.

## 186 MONTHLIES.

*Referendum vote No. 1.*—Are you in favor of continuing the present rate of postage on second-class matter? Yes, 99 per cent.

*Referendum vote No. 2.*—Are you in favor of a postal law requiring publishers to discontinue sending their papers to subscribers beyond the time for which they have paid in advance? No, 75 per cent.

*Referendum vote No. 3.*—Are you in favor of exchanges, free copies to advertisers, and sample copies, not for advertising purposes but to secure new subscribers, passing through the mails at the regular second-class rates, as heretofore? Yes, 98 per cent.

*Referendum vote No. 4.*—Should the government pay the railroads for carrying mail more per ton per mile than the express companies pay the railroads for carrying express under "similar circumstances and conditions?" No, 99 per cent.

The phrase "similar circumstances and conditions" is the language of the Interstate-commerce act.

*Referendum vote No. 5.*—Is a publication that uses "ready prints," "plates," "clippings," "reprint matter," or supplements entitled to entry as second-class? (This right has been questioned.) Yes, 85 per cent.

*Referendum vote No. 6.*—Should a publisher be allowed to offer any inducement to secure a subscription to his paper—such as clubbing with other papers, premiums, reduced rate, additional issues free, etc.? Yes, 80 per cent.

*Referendum vote No. 7.*—Should a publisher be limited as to the commission he can pay solicitors in cash or goods to secure subscribers or renewals? No, 79 per cent.

*Referendum vote No. 8.*—Should a publisher be allowed to exchange his advertising or subscription for merchandise, services, railroad transportation, etc.? Yes, 92 per cent.

*Referendum vote No. 9.*—Are you in favor of a commission to which publishers can appeal, also the right of appeal to the United States court of the district in which the publication is entered? Yes, 97 per cent.

*Referendum vote No. 10.*—Do you believe the United States should be able to carry second-class matter on as favorable terms for publishers as Canada? Yes, 97 per cent.

*NOTE.*—Canadian rate, free within 40 miles, one-fourth of a cent per pound 300 miles, one-half of a cent any place in Canada, United States of America, etc. Periodicals with supplements, maps, or samples, etc., pay a maximum of 1 cent per pound.

Many weekly publishers, all of whom have job-printing plants, complain that the Government has adopted the plan of furnishing printed envelopes to customers at a figure less than the cost of paper to them, and then use the mails to deliver them free when they have to pay freight. And now, they say, "are yelling a postal deficit and propose to greatly increase our paper postage rate. To no other factor does the nation owe advancement in thought as to the country newspaper."

Heretofore when a post-office ruling has been against the weaker brother he has been obliged to submit, as the expense of going to Washington before the Department or litigating his claim in the District of Columbia courts has been greater than he could bear. Therefore this association requests this commission that they suggest to Congress a trial by law and court near home instead of by a bureau located in Washington.

It has been stated that the laws governing second-class mail matter are on trial before this commission.

There seems to be only one complainant, while the newspaper and periodical publishers of the United States are defending the laws as Congress enacted them and as they were interpreted and enforced at the time they were passed.

I have never yet heard of a demand from the general public for any change in the laws governing mail matter of the second class.

I represent 5,000 publishers, who, through their referendum vote, which I submit, object to changing the laws at all, and especially to having them changed by arbitrary departmental rulings, as has been done heretofore.

You may in effect make new laws by changing the ruling on old laws, but so long as public sentiment has not changed you can not enforce them.

With practically a unanimous press representing public opinion against every so-called reform, the only result has been dissatisfaction, indifference, doubt, and distrust by the publishers themselves in the laws of our land, which has extended to the people.

The laws are all right and the rulings under the laws for the first twenty years after they were enacted were according to the intent of Congress.

In conclusion, let me ask, in the name of at least 5,000 publishers, that this commission recommend to Congress a "square deal" from the Post-Office Department for the publishers of the United States who must use the post-offices.

That is the first proposition, and if, in connection with it, there are any questions to be asked I will answer them now. Otherwise I will proceed.

The CHAIRMAN. You may go ahead with your remarks, Mr. Boyce.

Mr. BOYCE. There has been a good deal of talk about the amount of first, third, and fourth class matter produced by second-class mail. There has been a good deal of testimony, but no evidence on the subject. I now have the evidence, which I will produce. It consists of the statements of 42 per cent of the advertisers, over their their own signatures, in one issue of one paper for one month, and itemized accordingly. I submit them as evidence. I must take the statement that goes with the evidence, prepared by the president and secretary of the newspaper, the newspaper being a member of this association:

*To the honorable chairman and members of the postal commission:*

I herewith present some figures which have direct bearing on the matter of second-class mail, the figures obtained relating particularly to the operation of the Woman's World, published by the Currier-Boyce Company, of Chicago.

Reports showing the amount of first, third, and fourth class postage created as a result of the circulation at second-class rate of the March, 1906, issue of Woman's World:

Every advertiser in the March, 1906, issue of the Woman's World—

It is a mail-order paper, and therefore is a representative of the class of papers which have been more or less attacked at the meetings of the commission.

Every advertiser in the March, 1906, issue of the Woman's World was asked to furnish a statement showing the amount of postage in dollars and cents that was created by the insertion of his advertisement in this one issue. It was possible for 75 per cent of these advertisers to furnish this information, as 75 per cent of the advertisements in the issue contained "keyed" addresses. For example, the address in the advertisement of the Friend Supply Company is 1 Washington street, Dept. 483, Boston; in the February issue of Woman's World the address was Dept. 482, Boston.

If their advertisement appeared in any other papers or issues the department number in the address was different; therefore all letters received by the Friend Supply Company addressed to Dept. 483, Boston, were replies to their advertisement in the March, 1906, issue of Woman's World. The "Dept." idea is only one of the many methods employed by advertisers to "key" their advertisements so they will know accurately how many answers each paper for every issue brings them—in other words, how the insertion pays them.

That is what we call a key. It is a secret notice to the advertiser as to what paper and what number the answer came from.

The March, 1906, issue of Woman's World is 40 pages of 880 agate lines each, or a total of 35,200 agate lines of space, 16,391 of which were devoted to advertising and 18,809 to reading matter.

I will state that there are 14 agate lines to 1 inch.

We received reports from 101 of the 316 different advertisements in this issue of *Woman's World*. These 101 reports, furnished and signed by the advertisers, are produced herewith. They represent 42 per cent of the advertising space in the issue—that is to say, these reports from 101 advertisers represent 6,888 agate lines of advertising. There are 16,391 agate lines of advertising in the issue, and 6,888 lines, as represented by these 101 reports, is 42 per cent of the whole.

It was impossible to get 100 per cent of reports, because 25 per cent are not keyed, and those advertisers constituting the difference between 42 and 75 per cent would not care to expose the amount of business they do. But every gentleman here knows if you have returns from 42 per cent of the precincts in your Congressional district or your State you know how the election has gone.

These 101 reports from advertisers show that the immediate amount of first, third, and fourth class postage created from insertions of these 101 advertisements in March, 1906, issue of *Woman's World* was \$11,262.99. This represents 42 per cent of the advertising in the issue. It can be stated positively and unequivocally that the March, 1906, issue of *Woman's World* produced within practically thirty days after the issue was mailed \$26,816.64 in first, third, and fourth class mail from the advertisements in that issue, to which approximately three-eighths of the space in the issue was devoted. The publishers of *Woman's World* expended \$10,457.58 in postage (exclusive of second class) during the month of March, 1906. They also received 156,782 letters from subscribers and subscription agents during March, 1906, to which were affixed stamps amounting to \$3,135.74.

These three items of postage—the \$26,816.64 created by the advertisements, the \$10,457.58 expended by the publishers, and the \$3,135.74 expended by subscribers and agents—aggregate \$40,409.96 in first, third, and fourth class mail matter. Every cent of it is pertaining to the March, 1906, issue and March business (exclusive of second class) of *Woman's World*. The *Woman's World* has been built up and its existence depends upon the pound rate of postage. If the 339,895 pounds of the March, 1906, issue of the *Woman's World* had not been circulated by the Post-Office Department at 1 cent a pound, this \$40,409.96 in first, third, and fourth-class postage would not have been created.

The mailing of this March, 1906, issue at 1 cent per pound cost the publishers \$3,398.95; \$40,409.96 is only a part of the business other than second class created by this March, 1906, issue of the *Woman's World*. This \$26,816.64 created by the insertion of 316 advertisements represents immediate mail matter; in many cases permanent customers are secured by these advertisers, who order goods by mail with more or less regularity for years. The subscription receipts of *Woman's World* during March, 1906, were \$67,841.22, 85 per cent of which was remitted in post-office money orders or registered letters, as the records of the Chicago post-office will show.

CURRIER-BOYCE COMPANY.

GEORGE H. CURRIER, *Secretary and Treasurer*.

CHICAGO, ILL., November 22, 1906.

I will now read the statement of the president of the company:

There has been much talk and little evidence about the volume of business created through advertising, and I believe this is the first instance where actual facts over the signature of the advertisers has been presented. Mr. George H. Currier, the secretary of our company, caused each advertisement appearing in our March, 1906, issue to be cut out and sent to the advertiser, together with a list of questions asking the number of letters received in answer to the advertisement, the subsequent letters received ordering goods, also the number of letters, printed matter, and merchandise sent to those answering advertisements, the follow-up letters and acknowledgments, the postage on merchandise or printed matter sold through the advertisement. These figures have been carefully prepared, and in Mr. Currier's statement, which I give here for your inspection and verification, we find the following interesting facts:

First. The amount of advertising in that issue was 16,391 lines (18,809 lines being devoted to reading matter), showing that considerably less than one-half of the space was devoted to advertising.

Second. The amount of postage on mail sent out by advertisers and on letters received by them directly resultant from the advertising in the March issue was \$26,816.64. This matter weighed 33,528 pounds. The amount of postage paid by the publishers of *Woman's World* for letters and circulars during the month of March was \$10,457.58, and the matter weighed 16,991 pounds. The amount paid for the March issue for second-class postage was \$3,398.95, and the weight was 339,895 pounds. The total postage on account of this March issue was \$43,808.91, and the weight of all mail matter from the three classes just mentioned was 390,414 pounds. This makes the postage paid on all the mail matter, including our second class, average 11½ cents per pound. The amount of postage on letters and printed matter sent out by us and received from subscribers during the month of March was \$13,593.32, weighing 16,991 pounds. The second class paid by us was \$3,398.95, weighing 339,895 pounds, the total being \$16,992.17 postage, including our first, second, third, and fourth classes and including the letters received by us. This mail matter weighed 356,886 pounds, making the average 4.7 cents per pound paid by us on all classes of matter.

Summarized briefly, the postage paid on matter sent out and received by the *Woman's World* during March, 1906, averaged 4.7 cents per pound for all classes of mail handled. The total postage paid on all incoming and outgoing matter by ourselves and the advertisers whose advertisements appeared in the March issue averaged 11½ cents per pound—a handsome profit for the Post-Office Department.

It has been frequently stated by former Postmasters-General that the average cost of handling all mail matter was 8 cents per pound. This basis was arrived at many years ago, but it will be seen by the Postmaster-General's report that the cost of handling all classes of mail to the Government is considerably less than 8 cents per pound. If the number of pounds of mail matter carried per annum is compared with the total cost of the operating of the postal establishment, it is plainly evident that the cost is somewhere between 5 and 6 cents per pound.

That is as near as we know from the post-office statistics.

In the figures above given no account is taken of the money orders issued and of the fees the Government received from the money orders issued by those who have sent money to the advertisers and to ourselves. Doubtless the Government would receive a benefit of about 12 cents per pound on the mail matter directly resultant from the appearance and issuance of the *Woman's World*.

We have gone into the matter of transportation, taking our circulations by States and distances, the result being that the average haul per copy of the *Woman's World* is 658 miles.

We pay the Government \$1 per 100 for hauling our papers 658 miles. The express companies will haul newspapers an equal distance at a lower rate.

Subscribers, however, are accustomed to getting their mail matter at the post-office, so that we are willing to pay a higher tariff for a service with which the people of the country are thoroughly familiar. It will be seen from the figures herein given that the Government has made a profit of from \$15,000 to \$20,000 on the mail originating and directly resultant from the publication of the March issue of the *Woman's World*. In other words, if the cost to the Government is 6 cents per pound, and the receipts from all classes of mail handled in accordance with the figures above given are 11½ cents, then, indeed, there is a profit of 5 cents or thereabouts per pound.

This much is sure: The \$43,000 paid for postage to the Government by ourselves, our advertisers, and our customers would not have been paid if the *Woman's World* was not in existence.

It has been shown by the figures prepared by the Post-Office Department that, though the second-class matter has steadily increased in volume, the deficit has correspondingly decreased, and would by this time have been wiped out entirely, and instead of a deficit a profit would appear, were it not for the rural free delivery and free Government matter.

I wish to say in all sincerity that it is my firm belief that the law establishing a cent a pound on second-class matter was a decided benefit to the people of our country. The figures show that the volume of highly profitable mail, namely, first, third, and fourth classes, have correspondingly increased with the

increase in second-class matter. As a publisher, I do not and never have considered that the so-called rate of 1 cent a pound was in any way a subsidy or favor to the publisher, but as a matter of fact was a direct benefit to the people and the Post-Office Department. The subscriber benefits by getting his publication at a low price, which would be impossible if a higher rate of postage were charged, and the post-office profits by the increase in business.

Years ago the second-class rate was twice the present amount. Coincident with the 2-cent-a-pound rate for second-class matter, the cost of paper was twice its present cost. Publishers have kept abreast with the times, and at this moment the production of the printing press has been increased manifoldly, the cost of paper has been reduced 50 per cent, and the postage on second-class matter has been reduced 50 per cent, and these reductions have made it possible for the publishers to sell their paper for 10, 25, or 50 cents a year, where a like paper could not be sold when the 2-cent-a-pound rate was in effect at less than 50 cents or \$1 a year. Further than this, the publications now issued are infinitely better, broader in their scope, and more in conformity with the meaning, "published for the dissemination of knowledge, news, etc."

It is and has been the policy of the Government to look after the interests and welfare of its people. The Government annually expends vast sums of money to help the farmer through the Agricultural Department. This nation of ours only progresses if the individuals progress mentally, and no factor has been more potent in educating our people than newspapers and periodicals.

To increase the second-class matter now would certainly work immediate hardship on publishers whose vested rights now exist through the laws established by the Congress pertaining to postage. The policy of the Government has always been to decrease the postage rate when changes have been made. No factor will help to increase the postage receipts more than the publications which now are under consideration by your honorable body and concerning which the honorable Third Assistant Postmaster-General recommends the second-class rate be increased.

If the establishment of the rural free delivery was to benefit the people and the Government is willing to lose \$20,000,000 per annum to benefit its people, then certainly a temporary deficit of \$10,000,000 per annum should not be a grave concern when it appears that the deficit will surely be wiped out unless unusual charges are made to the Post-Office Department.

Your honorable body is convened, as I understand it, for the purpose of getting information on the subject of postal rates, and I suggest to this commission that if the entire Government affairs were conducted as private business is conducted one of the basic principles would be that each Department is charged for expenses it incurs. In other words, the War Department, the Navy Department, the Agricultural Department, Interior Department, Executive, and all the arms of the Government have their mail matter carried without charge to them. Therefore they bear no portion of the expense.

I quite agree with the honorable Third Assistant Postmaster-General that the laws now in force are inadequate, are not specific, and are a source of misinterpretation. I believe the honorable Third Assistant Postmaster-General should, so far as possible, be relieved from making individual decisions or interpretations. I believe a rate should be established covering third and fourth class matter at so much a pound, and that the postage be paid in a lump sum, as it is now paid on second-class matter. The combination of two classes and abolishment of stamps on each package would make a decided saving to the Government.

I realize the difficulties under which your honorable commission labors. Publishers differ greatly, and there are nearly as many recommendations as there are publishers appearing before you.

It is not a wise plan to upset precedent and place in jeopardy vested rights when, through those vested rights, the Government is reaping a handsome profit.

Yours, respectfully,

WM. C. HUNTER,  
*President Courier-Boyce Co.,  
Publishers Woman's World.*

There has been a good deal of talk about the cost of operating the Post-Office Department, and I have another suggestion which I wish to make. I do not now appear as representing the association, but am authorized by responsible parties to make a proposition that will



eliminate the deficit, give penny postage on letters, and reduce the rate on matter of the second class from 1 cent to one-half cent a pound.

The Congress of the United States, by the act of June 26, 1906, authorized the appointment of this commission to make inquiry regarding the second class of mail matter, which, when it convened in New York October 1 heard testimony relating to the entire subject-matter of postal conditions and invited suggestions and recommendations as to how to increase receipts or decrease expenditures, so as to wipe out the deficit.

Under governmental operation of the Post-Office I have been unable to formulate feasible suggestions or recommendations.

We believe the operation of the postal service contains none of the elements of governmental functions, but may be resolved substantially into a simple question of transportation, delivery, and routine business. I therefore submit this proposition on behalf of myself and associates, of sufficient financial ability and resource to carry out the objects herein contemplated, vast as they are, and who stand ready, whenever Congress shall indicate a willingness to entertain a proposition along the lines herein laid down, to form an organization under the national control and supervision and to furnish ample sureties for the faithful performance of the terms of such an agreement.

The statement has frequently been made by persons connected with the postal service that if the Department was run as a private business there would be no deficit, but instead a profit.

Nine different Postmasters-General have occupied the position of what might be designated as president of the Post-Office Department during the last twenty years. No private business could successfully continue with so many changes as take place in the postal service.

We have made sufficient investigation of the subject to convince ourselves of its feasibility and financial success, and have been advised that there is no constitutional inhibition to the entering into such a contract as I shall propose under an enactment by the Congress safeguarding every interest of the Government and the public.

A careful comparison of rates of postage now charged on first and second class matter with the rates herein proposed to be put in force will readily demonstrate that it means an average saving for the next twenty years to the Government and general public of a hundred million dollars annually.

We propose to perform all the services now rendered the public by the Post-Office Department and carry out all treaty stipulations and contracts, and to take the entire receipts arising from the postal service as full compensation for the rendition of all paid services now performed by the Post-Office Department, and pay all salaries and expenses necessary to carry out the terms of such a detailed contract as will accomplish fully the object sought, namely:

First. The reduction to the public by one-half of all postage to be paid on first and second class matter, or 1 cent per ounce or fraction thereof on first-class and one-half cent per pound on second-class matter, except county free for weeklies as heretofore.

Second. The wiping out of the deficit annually occurring in the operation of the postal service as a governmental department.

Third. We will pay into the United States Treasury all net profits accruing over 7 per cent interest on capital invested.

In order to satisfy this commission of the reasonableness and good faith of this proposition, we wish to call your attention to the following statistics.

The revenue, expenditures, and deficit of the Post-Office Department from the beginning of the fiscal year July 1, 1865, to the close of the fiscal year 1885, a period of twenty years, were as follows:

Revenue .....	\$561, 223, 056. 30
Expenditures .....	642, 422, 015. 63
Deficit .....	14½ per cent.

During this period first-class mail was charged for at 3 cents per one-half ounce or fraction thereof and second-class at 2 cents per pound (a greater rate than 2 cents per pound having been charged during a part of such period on second-class matter).

The revenue, expenditures, and deficit of the Post-Office Department from the beginning of the fiscal year July 1, 1885, to the close of the fiscal year 1905, a period of twenty years, were as follows:

Revenue .....	\$1, 743, 027, 626. 79
Expenditures .....	1, 884, 153, 886. 63
Deficit .....	8 per cent.

The reduction in the deficit was 45 per cent. I am informed that the deficit for 1906 was only 6 per cent of the revenue. During this second period the receipts were more than three times as much as were the receipts from 1865 to 1885. The rate of postage collected by the Government from July 1, 1885, to June 30, 1905, on first-class matter was 2 cents per ounce or fraction thereof, with an increase in weight from one-half ounce to 1 ounce and a reduction in postage from 3 cents to 2 cents, equal to a reduction on first-class matter of 66⅔ per cent.

On second-class matter the amount collected was 1 cent per pound, a reduction of 50 per cent for an improved service over the previous period, and during the latter period the deficit had also been reduced from 14½ to 8 per cent, as heretofore stated.

We are convinced that because of the great increase in density of population and the great increase that will again be made in first and second class mail because of a reduction in the rate of postage, the time has come for a further reduction in postage.

In the evidence given before this Commission in New York, in speaking of the orders issued by the Post-Office Department on July 17, 1901, the following language was used:

It—

Meaning the Post-Office Department—

was not thereafter to be bound by the precedents.

It is to precedents and previous construction of laws that the business world looks in making calculations for the future, and the frequent overturning of precedents by new departmental rulings upon a given point causes confusion and loss and places vested rights in jeopardy. To obviate this and to enable the establishment of a fixed set of rules and regulations we would require that Congress enact a law providing for the appointment of a commission for the control of the postal service similar in import and power to the Interstate Commerce Commission in respect of matters of transportation.

The question of a continuance of the rules established by civil service as the same relate to postal service; the compensation of em-

ployees; the rental of space used for post-offices; the money-order system; registered and special delivery mail; a C. O. D. department (which the Post-Office does not have now); insurance of delivery (which the Post-Office Department does not do); the extension of free delivery; rural free delivery, and other details not herein set forth, having been taken into consideration in making this proposition, constitute matters of agreement and legislation, and we are satisfied can all be disposed of to the satisfaction of the Government and all parties concerned.

I respectfully ask that this Commission embody this proposition in its report to Congress.

Mr. Chairman, do you wish this evidence, which I have submitted, to be made a part of the record?

The VICE-CHAIRMAN (Mr. Overstreet). I doubt the propriety of that, as your statement has summarized them.

Mr. BOYCE. They are here for that purpose, if there is any question about them.

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#### ADDITIONAL STATEMENT OF WILMER ATKINSON, ESQ.

The VICE-CHAIRMAN. Mr. Atkinson, if you wish to be heard now, you may proceed.

Mr. ATKINSON. Mr. Chairman and gentlemen of the commission: I shall detain you but a few minutes. I have had my say on the questions involved in this investigation, and do not care now to multiply words and take up your time. In all I have said not a single word can be found suggesting that the rate on the class of publications to which ours belong be specially favored above any other class, and I am sorry that publishers have in some instances departed from this rule. I believe that 1 cent per pound is high enough for any class, and I believe that the laws now on the statute books are very wise laws, that they should stand, and that they should be interpreted with the utmost liberality, more so than they have been. The idea of a commission was suggested solely to secure a more liberal interpretation. If that can be secured without a commission, I see no use of the appointment of one. The appointment of a commission is a confession on the part of the administration that it is unequal to the task that rightfully belongs to it.

I listened with pleasure to that part of Mr. Glasgow's trenchant plea in behalf of a low rate of postage, his praises of the Government, which has for a hundred years steadily held to the policy of favors to the press on account of its great educational and uplifting value to the people. I heard also with satisfaction Mr. Collier's eloquent tribute to the periodical press; but that portion of the latter's address wherein he condemned the cheap press struck a false note, not in consonance with the spirit of the Government, which has put down the rate of postage to the lowest possible limit. If the Government acted wisely in this, why should not those publishers who have put their prices down to the lowest limit be equally worthy of praise? Why is Mr. Collier, who caters to a well-to-do class, doing any better work for the country than the publisher of a cheap daily, weekly, or monthly? As I said yesterday, the people to be the most benefited

are the ignorant and poor, who are not reached by such as Collier's Weekly. Is it not so?

Why blame publishers for doing just what the Government is doing? That is, doing its best to place the educational influence of the press within the reach of the masses. Nor is there consistency or common sense in suggesting that a daily or a weekly may sell its issue at a cent a copy or less, while a monthly must charge  $2\frac{1}{2}$  or 4 cents to obtain the low postal rate. The logic of the case is that the cheap paper, whether a daily or a weekly or a monthly, is in league with our beneficent Government in trying to uplift the people who need it most. The high-priced papers are catering more to a class that can buy books or take a college course. I hope, therefore, we have heard the last of the unfair flings at the low-priced papers and trust this commission will take note.

One word on the expiration question. The proposition to confine newspaper and periodical circulation to paid-up subscriptions; to define a bona fide subscriber as one who has paid in advance and to exclude all others from the privileges of the second-class mail, is one of the most serious and far-reaching proposals that has been made in connection with this agitation for a change in the postal laws.

There are more than 15,000 weekly newspapers published in the United States, the great majority of which are designated as county papers, which circulate almost exclusively in the farming communities. It is a very conservative estimate which places the total circulation of these publications at 15,000,000 and an equally conservative statement which names 25 per cent as the number of these subscriptions which are annually paid in advance. Fully 75 per cent of these millions of subscribers pay at the end of one, two, three, or five years, as exigencies will allow. They are for the most part farmers whose incomes are irregular, intermittent, and contingent upon a multitude of accidents of nature and upon the manipulations of speculators in the great markets of the world. When they have good crops upon which they realize remunerative prices, these subscribers pay their way promptly, but when droughts, cyclones, floods, heat, cold, conflagrations, stock diseases, or insects destroy their crops, wholly or in part, their incomes are cut off and payment of bills is necessarily deferred until more prosperous times.

If, therefore, the Post-Office Department persists in its determination to adopt the narrow and arbitrary definition of a subscriber that has been proposed, it is entirely within bounds to predict that such a ruling will mean the suspension of a majority of the 15,000 meritorious country newspapers which we have been considering and the embarrassment or ruin of their publishers.

You take my house when you do take away the prop  
That doth sustain my house; you take my life  
When you do take the means whereby I live,

was the despairing cry of Shylock; and when you take away at one fell stroke even one-half of the subscribers to a country weekly you take away the prop that supports the publisher's whole business and leave him stripped and helpless.

Nor are the country publishers the only ones who would be disastrously affected by the definition that is proposed. Many agricultural, literary, scientific, religious, educational, horticultural, garden,

stock, dairy, poultry, bee, and other publications, whose circulation is in large part among farmers, would be adversely affected, inasmuch as a large number of them are often compelled to extend a reasonable credit to their rural subscribers, who are honest people and pay when they can. Not only so, but the millions of farmers throughout the country who are dependent upon the local weeklies for the home news and upon farm publications for information and guidance in their business would be deprived, through no fault of their own, of agreeable, needful, and helpful literature until such time as they could recover from the blighting effects of some visitation of nature for which they were in no wise responsible.

Nor would this be all. To reckon as a subscriber only he who has paid his subscription absolutely and strictly in advance, and to say that the patron who is a day, a week, a month, or a year in arrears is not a subscriber and shall be denied the privileges of the mails, would be to entail endless labor and expense upon those publishers who might survive the ruling in removing subscribers' names from their lists and adding them thereto when the unfortunate patrons had found the means to pay. Such a system would end in confusion worse confounded and would result in disaster to thousands.

It seems to me the time has now come for some practical suggestions which can be embodied into law that will serve to remedy the evils acknowledged to exist, and I am prepared to submit three definite propositions, which, if adopted, will prove upon trial, as I believe, satisfactory to the Government and to publishers.

Probably they may not prove all the Post-Office Department deems necessary, and very likely publishers would prefer to obtain greater concessions, but both sides ought to be willing to yield a little in order to compose difficulties and fix relations with each other upon a pleasant and amicable basis.

My first proposal is for a bill to provide for the return to publishers of newspapers and periodicals for which there is no public demand, as follows:

*Be it enacted, etc.,* That when copies of newspapers or periodicals have not been ordered and are not wanted the postmaster shall be required, upon a written order of the person to whom they are addressed, to return them to the publisher thereof, who shall, when received, pay postage on the same at the bulk rate of four cents per pound or fraction thereof.

In my opinion, speaking as a publisher of a few years' experience, this will bring to an end what is known as the sample copy abuse. Under its provisions no publisher can build up a purely sample-copy circulation, or even if he does the Government will be so well paid for returning such as are refused that it will have nothing to complain of, and the publisher will be glad to be informed whom of those on his sample-copy list it is useless to send further copies to. It is customary for publishers to get a sample-copy list and to fire papers at those named on the list several times if they do not hear from them, and of course that is a great waste to the publishers. The Government must take a little trouble to help rectify the evils that exist, and publishers will pay the cost of the service.

Such a provision will lessen the number of sample copies sent out to such an extent that the present postage rate may hold without any limitation as to the number.

The present ruling placing a limitation upon the number of sample

copies to 50 per cent of subscriptions, or a ruling fixing any per cent basis, is so unjust to beginners and so calculated, sooner or later, to create a monopoly on the part of old established papers that I have no language strong enough to properly characterize it. Furthermore, I believe it is unconstitutional. Merely to mention it is to condemn it.

We had a proposition here yesterday that sample copies to the extent of 10 per cent of the subscriptions could be sent out—a very absurd proposition. When a new paper starts (and sample copies were intended to help new papers) it is rarely, I suppose, that it gets over 200 subscribers to begin with. Such a paper could send out twenty sample copies. Mr. Curtis, of the Ladies' Home Journal, can send out a million sample copies; and yet that is the recommendation which has been frequently made in this place and which has been adopted by the Post-Office Department. I do not mean 10 per cent, I mean some percentage.

It will of course make a little more work for postmasters, and it may not be very pleasant for some publishers to have their papers fired back at them, but it will cure the evil. Rightly interpreted, this proposition is more in the interest of the Government than of publishers. This commission will make no mistake in submitting it to Congress and recommending its enactment into law. It is so vital to the publishing business that printed matter solely intended to boost private interests should not enter the mails in competition with "publications intended for the dissemination of information of a public character or devoted to literature, to sciences, the arts, or special industry" that publishers will be glad to see some such provision enacted into law, and surely the Government would not complain. The tremendous educational value of newspapers and periodicals fully justifies the distinction made in their favor.

I come now to proposition No. 2, which is intended to provide the same stability and security to the business of the newspaper and periodical publishers as other citizens enjoy. It is as follows:

*Be it enacted, etc.,* That when a publisher or publishers of any newspaper or periodical now entered, or which after the passage of this act may be entered for the privilege of publications of the second class, in accordance with the laws of the United States and the rules and regulations of the Post-Office Department, he or they shall have acquired a right which can not be denied or taken away except by due process of law in the circuit courts of the United States.

As proposition No. 1 will cure the sample-copy trouble, so No. 2 will place publishers on an even footing before the law with all other citizens. It will secure to them their rights now withheld or grudgingly allowed. The Government will lose nothing by being just; publishers will gain everything by having their old-time freedom restored. I have had occasion within the past month to sound the sentiments of a vast number of publishers in every portion of the country, and I can say for a truth there is a universal, insistent demand for this reform.

An earnest voice from the Southwest reaches me, and it says:

It is enough to stir up the hot blood of those who appreciate the Divine sense and truth of the hand of justice in a country pledged to that great and commendable end. I am against every menace that hampers and obstructs the progress of the press or circumscribes its scope, and am on the side of the great common people, who need us to help fight their battles.

From the great Middle West, where free winds blow, comes this:

The confiscation of any publication for any cause without specific charges, without opportunity for the publisher to be heard, without the verdict of a jury, without appeal, without any of the ordinary safeguards of personal rights and private property, and consequently without any assurance of guilt, is an ominous fact and a direct menace to the independent press of the country.

From the Northeast comes this:

It is high time that Congress relieved the American press of this ominous and factious censorship. Such rulings may be expected in Russia, but they are wholly out of touch with American life and interests of the American public.

Hundreds, nay, I may almost say thousands, of similar messages I have received coming from the North, the South, the East, and the West, some couched in language more vigorous than polite, all breathing the same spirit.

In Mr. Madden's address at the Holland House, New York, he said that perhaps one-third of all newspapers and periodicals should be excluded from the mail, because they do not have actual subscribers to justify their existence, and that one-half or three-fourths fall within the prohibition of the statutes against those designed primarily for advertising purposes or for free circulation or circulation at a nominal rate.

I wish to say here that what I shall say about Mr. Madden is perfectly impersonal. I have no personal feeling about it at all. I speak of him as an official.

Taking the two classes that are outside the law, there can not be more than 20 per cent which have any right to existence, and there is no way by which any publisher can tell to which class he belongs, but it is fair to conclude that the destruction of 80 per cent would hardly satisfy Mr. Madden's awful disposition to destroy. Now, Mr. Madden, not being quite satisfied that he has sufficient power, asks Congress to give him greater, so that he may destroy with greater freedom. He asks to be let loose, his hands untied, and he will see to it that there is no further trouble with the deficit.

I read in Monday's Post a part of an interview with Mr. Overstreet, the fair and courteous vice-chairman of the Commission, wherein he was quoted as having said "that in his judgment no recommendation would be made changing the rate on second-class matter; that it did not seem to him that newspaper mail"—of course he meant periodical mail also; and I will ask him, is that correct?

Representative OVERSTREET. I gave no interview.

Mr. ATKINSON. "Would be seriously affected by any legislation that might be enacted as the result of the Commission's investigation." This, however, is not news to me, for I knew it from the start. I mean by this that I knew the power of truth in overcoming error, and I have always felt sure that after the publishers were heard conviction would fill the minds of all who would listen to them.

In Philadelphia a Quaker lady established more than a quarter of a century ago a small paper devoted to teaching youth the precepts of Jesus Christ—a most worthy publication. There was no pecuniary profit in it for the good woman, nor was there intended to be. She did the editing herself, and as the weight of years increased the time came when she had to lay down the pen and

depend largely upon scissors for the reading matter. This was contrary to law established by this great Government as interpreted by Mr. Madden, and she was notified that she must quit, or bring her paper within the meaning of the statutes.

I have here a copy of *Masters in Art*, a Boston publication, devoted to the dissemination of the works of the great masters in art since art had an existence. Doing a great work as it was, it seemed to be a fit subject for Mr. Madden to pounce upon and destroy. I take this magazine along with a dozen others, and I can truly say I value it above all the others.

I also have here—a what is it? [Exhibiting a comic supplement.] Whatever it is, it is published right under Mr. Madden's nose, and similar things are issued in every large city in the country, to be read and pondered over by the children of the land, to corrupt their artistic taste and lower their standard of thought and life. Can you imagine the condition of mind of the man who would destroy *Masters in Art* and the little First-Day school journal of Philadelphia, and give free scope to this base thing? Is any meritorious journal safe from the destructive power of the Third Assistant Postmaster-General? Of the thousands thrown out, how many are similar in merit to those I have mentioned?

Representative GARDNER, of New Jersey. May I interrupt you right here? You have described that supplement as a base thing, calculated to lower the morals of the people, I understand, and to corrupt the taste. With that definition of it, do you hold that the Government ought to contribute anything to its circulation? Ought it to be admitted to second-class rates, if that is a privilege?

Mr. ATKINSON. Yes; I think it ought to be. Let the good go, and take care of the evil.

Representative GARDNER, of New Jersey. Does not that mean in the last analysis, although much of the argument here goes to sustain the contention that favorable postage rates should be made to publications because they are educational influences, that there should be no discrimination, but that the base thing—that which lowers the morals and corrupts the taste—should also go with the others as a part of that educational system?

Mr. ATKINSON. I would rule out anything that was indecent; that was not fit to go out.

Representative GARDNER, of New Jersey. You admit, then, that some part of the educational system has become bad?

Mr. ATKINSON. Undoubtedly; and there is no help for it, except to attempt to teach the young to discriminate. Here was this publication of the Philadelphia lady, to which I have referred; and that was squelched, or an attempt made to squelch it. That is what we complain of—that Mr. Madden is not discriminating; that he is not just; that he does not take a proper view of things; that he has no vision in such matters.

Is it any wonder that voices are heard, though in the distance, protesting against permitting arbitrary power, unrestricted by the courts in districts where the publisher lives, to work its savage purpose against the most useful journals in the land?

And I want to say, however much there may be built up around the existing statutes, "a consistent body of law founded upon decisions of the Postmaster-General and of the courts," no inconsistent



body of law, founded on injustice, can stand in this United States. It may stand during one administration, or two, or more, but the spirit of our free institutions, the free spirit of our people, will, sooner or later, sweep it all away and drive into well-merited disgrace and oblivion whoever is traitor enough to forge fetters for a free press.

Not only are single voices heard protesting against the present unjustifiable conditions, but publishers are organizing into States and groups, and I here second the proposal of a brother editor in far away Washington State in this presence that there be founded "The Free Press League of America," which shall combine all publishers into one organization, whose business it will be to see to it that the press of America shall be free. Let the young men of the press who value their inheritance step to the front.

We have in our city the old Liberty Bell, which rang out its message of independence in '76 in defiance of King George and his arbitrary methods, "proclaiming liberty throughout the land to all the inhabitants thereof," which, though it is now cracked and voiceless, is an inspiration to all Americans who appreciate the blessings of liberty and constitutional government. Dumb, it yet speaketh.

I have attached a picture of the old bell to this page, and I desire that it be placed upon the records of this Commission, so that it will go before Congress that it may be an inspiration to our law-makers when they come to act.

And here at this point I wish to emphasize the fact that I do not believe that it has been brought to the attention of this Commission that the very existence of our business enterprises are now at the mercy of arbitrary power. There is not a single newspaper or periodical in the United States which depends for its distribution upon the post-office that can not be utterly destroyed at a moment's notice; and there is no redress. We can not obtain protection in our home courts, and when we appeal to the courts here in Washington their doors are practically closed against us.

Neither do we believe that the President or Congress is aware that such is the case. Thousands of citizens have been deprived of the privilege of establishing a newspaper or periodical, and thousands of newspapers and periodicals which have been established have been wiped off the face of the earth, and this has been done to a large extent by unrestrained arbitrary power. It seems high time that the old Liberty Bell was brought out to enkindle the love of liberty among the people and in the hearts of their Representatives in Congress.

It may be of some importance, gentlemen, to ascertain just what a subscriber is, what a nominal rate is, how much it costs to mail our paper, what is primarily for advertising purposes, how much deficit there is, when there is not any. But such inquest seems to publishers very much like fiddling while Rome is burning, when the public press can be destroyed, by wholesale or retail, by unrestrained power, without any redress in their own courts.

Gentlemen, we know our cause is just; we know that the founders of our Government wrote it in the Constitution that "Congress shall pass no law abridging the freedom of the press," and we know that if Congress can not fetter our press, and, judging by the past, does not want to, there is no power on earth that has a right to do it. We may be hampered and pestered for a time, but the day will surely

come when our shackles shall be broken and our beloved nation come to enjoy to the fullest extent the blessings of a free, fearless, independent, and untrammelled press

In conclusion I appeal most earnestly to the gentlemen of the Commission to give heed to what we say. Do not treat it lightly. We do not ask at your hands anything but plain, simple, old-fashioned justice. A few slight changes in the law are all that are really needed, and then if the Government will administer postal affairs in a common-sense way, in the spirit of the Constitution, in the spirit of President Roosevelt, who stands for a square deal, all the clouds upon the horizon will vanish like mist before the morning sun.

Mr. Chairman, is it worth while to put these exhibits with the other lumber that Mr. Madden introduced in New York?

The VICE-CHAIRMAN. You may refer them to Mr. Madden.

Representative GARDNER, of New Jersey. Taking the illustration you gave of the lady who published the first day paper, to what extent would that differ from the case of a minister who saw fit to write weekly a volume equal to that and who thought his teachings ought to reach the great public?

Mr. ATKINSON. I do not think it would make any difference if it complied with the conditions of a newspaper as prescribed by law.

Representative GARDNER, of New Jersey. Leaving out the law, why should the paper, the thing you call a publication, have any preference, any advantage, over Judge Moon, for instance? We will say the judge wants to get to the great public on municipal ownership or any other national topic, and he produces that which he believes is a matter of public education, quite as important as that produced by the periodical. Why should he be prevented from getting to the public on equal terms with any publication; why should he be at their mercy? In other words, as it is now, he can reach the great public only through something that is in a favorable position so to do by coming within a description such as is embodied in the postal laws.

Mr. ATKINSON. Yes. That is the old question which has been up for a hundred years—whether periodicals of an educational character should be favored above a circular. Mr. Moon would have the facilities for reaching the public through the press. They would not deny Mr. Moon, I know.

Representative MOON, of Tennessee. He does not want to try it in any other way than through the press.

Mr. ATKINSON. No.

Representative GARDNER, of New Jersey. If the fact that they would not deny Mr. Moon, as suggested, and the fact that Mr. Moon does not want to try it answer the question why there should be a discrimination between the right of an individual and the right of a so-called publisher to reach the public, it is answered. If they do not answer it, it is not answered.

Mr. ATKINSON. I think I can get at what you are driving at. The press depends very largely for its success as a financial venture upon the advertisements that are in it. The press could not get advertisements unless there was a distinction made between a business circular and a newspaper or periodical, because you would find that all business houses would publish their own papers; that is, they would publish papers devoted almost exclusively to their own concerns, and they would drain the newspapers from their advertisements. The

consequence is that the newspaper could not furnish the literature, the information on science and art, and special industries, if it did not have the advantage of which we speak. That is why there is a difference, and that is why there ought to be a difference; and that is the secret of the whole thing. That is why the Government in all these years has made the distinction.

Representative GARDNER, of New Jersey. I did not speak of the judge publishing his pamphlet in order to get advertisements, but, on the contrary, of his doing it as a purely philanthropic thing.

Mr. ATKINSON. Mr. Moon can print his circular and take it around.

Representative GARDNER, of New Jersey. But he could not get to the public through the mails.

Mr. ATKINSON. No; except at the regular rates.

Representative GARDNER, of New Jersey. In other words, this liberty for which you warmly proclaim, and in which I heartily sympathize with you from that point of view, depends upon a business basis. We have the right to reach the public on equal terms with the publishers through a publication that is on a business basis and which is sustained by advertisements.

Mr. ATKINSON. I do not understand exactly what you are driving at.

Representative GARDNER, of New Jersey. You just now described the publication as distinguished from the circular.

Mr. ATKINSON. Yes.

Representative GARDNER, of New Jersey. It had to depend upon advertisements for its sustenance.

Mr. ATKINSON. Judge Moon would have the same right that any other citizen has to put his communication in a paper or the same right that any other citizen has to start a paper.

Representative GARDNER, of New Jersey. That is, he could put it in the paper if the paper would publish it.

Mr. ATKINSON. Yes; or he could start a paper, as they do. He has the same right with them to start a paper.

Representative GARDNER, of New Jersey. Then a citizen, in order to reach the public—

Mr. ATKINSON. Cheaply.

Representative GARDNER, of New Jersey. Yes; unless the publication elects to take and publish his article, must start a paper, or pay third-class rates, or carry it around himself.

Mr. ATKINSON. That is the answer.

The VICE-CHAIRMAN. Is that all, Mr. Gardner?

Representative GARDNER, of New Jersey. Yes.

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#### STATEMENT OF J. H. NEFF.

The VICE-CHAIRMAN. Mr. Neff, if you are prepared to proceed, we will hear you now.

Mr. NEFF. I am.

The VICE-CHAIRMAN. Where do you reside?

Mr. NEFF. Kansas City, Mo.

The VICE-CHAIRMAN. In what relation do you appear here?

Mr. NEFF. I am president of a national association of daily live stock and farm papers.

The VICE-CHAIRMAN. We shall be pleased to hear from you.

Mr. NEFF. In some matters the association can not agree about the policy, or what, in their judgment, should be the policy of the Government in regulating post-office affairs; hence what I shall say here to-day will be more largely my individual views as a man who has been in the printing business since 1865. I went in as a boy as the devil in my father's printing office in Indiana. Later I was business manager of a college paper at De Pauw University, 1874-75. In 1882 I began newspaper work afresh as reporter on a paper which I now own—the Drovers' Telegram, of Kansas City. I worked as reporter and editor for four years, until 1886, and then bought this paper, which had for four years been enjoying the Government franchise of a permit from the Post-Office Department to enter the second-class mails at 1 cent a pound. I bought the paper largely on account of the Government franchise. The greater part of the value lay in the Government franchise.

In 1898 I bought two papers in South Omaha—stock-yard papers—which had had the Government permit for something like six or seven years. I consolidated them and made a fresh application under a new name to the Post-Office Department, and was granted a permit to use the mails as second-class matter.

In 1899 a paper was offered to me at St. Louis. It was demonstrated that I could make money out of stock-yard papers where other fellows lost money, and papers were offered to me on that account. I bought the St. Louis paper, which had been using the second-class mails for five or six years. All these papers I bought, and I gave the largest part of the consideration for the Government franchise—the post-office privilege. That was worth more than the actual equipment in any of the offices. I had supposed all the time when I was reporter and editor, and in my earlier business experiences as a publisher, that I was a law-abiding citizen, and I asked only the privileges justly accorded me under the law.

The VICE-CHAIRMAN. Let me interrupt you to inquire whether you are now in any controversy with the Department?

Mr. NEFF. Yes, sir; I was coming to that.

The VICE-CHAIRMAN. When a subject of like character came up yesterday the Commission decided that it had not the jurisdiction to consider a grievance between an individual publisher and the Department.

Mr. NEFF. I am not going to ask you to.

The VICE-CHAIRMAN. I thought, from the way you were laying the foundation, that you intended to submit an argument in reference to your own position in that controversy.

Mr. NEFF. No; I want to make a recommendation for the amendment of the law.

The VICE-CHAIRMAN. That recommendation, then, ought to go to the Commission, irrespective of your own individual quarrel with the Department.

Mr. NEFF. It is not what you would call a quarrel. We are on friendly terms. There is a difference in construction.

In my judgment the law ought to be construed the same in 1906 as it was in 1886, when I went into the business. Of course, there may be different views as different men go into the Department, but

I believe it is the duty of this Commission to make an effort to provide a permanent construction. If the law itself is not clear on the matter, then I believe the law ought to be changed, so that publishers will not be subject to the harassment of one sort of interpretation in 1886 and another in 1906.

In 1886 I was a law-abiding citizen; in 1906 I do not know but that I am a moonshiner. I do not know where I stand. I have not the conviction which I had ten years ago or five years ago that I was a law-abiding citizen. I believe at the next session of Congress this Commission should incorporate in the law a more explicit definition as to what papers are entitled to use the mails. I would recommend that to this Commission. I would put it in the enabling act, if it can be done there. I would declare what subscription lists are legitimate.

On the broader proposition as to whether the Government can afford to carry mail at a loss my association differs. Personally I do not ask any favors of the Government. I am willing to pay enough postage so that the Government shall not lose anything on business it does for me. I pay about \$10,000 a year postage on my three publications. I would gladly pay \$10,000 more if I could be relieved of the uncomfortable position of not knowing whether I am a law-abiding citizen or a moonshiner. I stand here, independent of my association, to say that I would favor an advance in rates rather than to occupy the odious and uncomfortable position of being a moonshiner, after having been in business for twenty-four years.

The citizens of Kansas City thought enough of me to elect me mayor. I was the Republican nominee for Congress in 1896. They would not have conferred those honors on me if they had supposed I was a steady and regular violator of the laws of the United States. I did not so consider myself.

I went into business on the lines established by the Post-Office Department, and there ought to be some fixity. I believe it is within the scope of this Commission and that it is its duty so to clarify matters that a publisher can know whether he is a law-abiding citizen or a moonshiner. So I stand here to approve Mr. Madden's proposition of increasing postal rates if it will destroy the deficit. As I said before, I do not want to be a beneficiary of the Government at all. I am willing to pay the Government what it costs to haul my freight, just the same as I do the railroad when I buy a carload of paper at the mills. I pay the railroad a profitable price for carrying the paper from the mill to the printing office. I wish to make that plain. I stand for an increase in postal rates, so that the Government shall not be a loser, if it is a loser, on carrying second-class matter.

The Government exacts internal-revenue duties of distillers and brewers. After they have paid the revenue, the excise duties to the Government, the Government no longer has any concern as to what they do with the product on which the internal revenue has been paid. They can give it away or they can sell it. Probably some of you have been on friendly enough terms with the dispensers of liquid courtesies to recall that on the 1st of January, perhaps, or on Christmas, the bar which you patronized the most steadily will send you around a quart or a gallon of the finest it has.

The newspaper publisher should have a similar privilege. He pays postage to the Government. It is simply a question of freight.

I believe the publishers ought to be allowed to be the judges of their own subscription lists. They ought to be allowed to say whether they will sell goods on credit. The wholesaler sells to the retailer on credit. Every wholesale grocer and druggist sells almost all his goods on credit. The publisher ought not to be denied the right, because he pays the Government the freight, to sell on credit.

In the new law I think the Commission ought to support the publishers in the right to sell their papers to whomsoever they please, and on credit or for cash, just as they please. I think such an amendment of the law ought to be made. Those are the three things I stand for and should like to see incorporated in the law—a fixed definition of what constitutes a legitimate subscription list; a more definite declaration of what kind of papers shall be entitled to entry to the mails; then advance the rate, and give the publisher all the liberty he desires or can use in handling his own business without Government intervention. Let him be the judge whether he will sell his goods on credit or exact cash in advance.

The VICE-CHAIRMAN. In other words, if you have been a moonshiner, you would like, at least, to be recognized as a retailer?

Mr. NEFF. Yes. I believe that is all I have to say. I have had a lot of experience in newspaper business, and I do not like to go out as a violator of the law. I should like to go out as respectably as I went into it.

#### CLOSE OF HEARINGS.

Senator CARTER. I move that the hearings be closed, except as to the Department and such persons as the Commission may think proper to call specially.

The VICE-CHAIRMAN. Is there any objection on the part of any member of the Commission to the suggestion of the Senator from Montana? If not it will be agreed to. All hearings before the Commission are now closed, under the motion, except governmental officials and such persons as the Commission may on its own motion call before it.

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#### ADDITIONAL STATEMENT OF HON. E. C. MADDEN, THIRD ASSISTANT POSTMASTER-GENERAL.

Mr. MADDEN. Before proceeding, Mr. Chairman, with what I had in view to say, I should like to state that the representations of Mr. Atkinson concerning the publication *Masters in Art* are probably untrue. I believe that that publication is going in the mails as second-class matter. I do not believe it has ever been taken up. Mr. Bacon, do you recall it?

Mr. BACON. It is going at the present time.

Mr. MADDEN. So that statement is inaccurate, as are some other statements which he made. But there is a companion publication called *Masters in Music*, published by the same firm, and that is a case which was contested through the United States Supreme Court, the Department being sustained in the ruling that it was not second class. In that court, I believe, the liberty of the press is best protected.

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Mr. Chairman and gentlemen of the Commission, since the adjournment of the meeting in New York there has been time for some observation and some study. A review of all that was said on behalf of publishers shows no substantial disagreement with the Department in what it alleged concerning the existing laws. In fact, more than is claimed by the Department has been admitted. Nor is there any real disagreement, when the statements are analyzed, with the claim that the present statutes governing this second class of mail matter are out of date; that they do not meet modern publishing conditions, and that their enforcement now to the letter and spirit of their intent, taking the benefit of the doubt to the Government (which should always be the rule in a grant of public money, and entry to the second class is a grant of public money to the extent of the cost of handling over what the publisher pays; there is no other fair way to put it) would rule out of the second class a majority of the newspapers and magazines now published, under the provision which prohibits entry or continuance in that class, of publications primarily designed for advertising purposes or for free circulation or for circulation at nominal rates, and the provision that there must be a list of subscribers, and that it shall be legitimate. It is manifest that the law intends they shall be real subscribers, and that the list shall be wholly and not partially legitimate.

You heard it eloquently told here yesterday that the existing laws are sufficient, and that they meet all requirements, and that the real solution of the problem is the continuance to the limit of the present administrative reform. I slept on that proposition last night, and had visions, and that, too, without eating any rarebit on going to bed. If it came from a less respectable source I should be strongly tempted to look upon it as a fine piece of strategy to defeat and turn to naught not only all the work and the purpose of this Commission, but perhaps all that has been accomplished by the administrative reform. It may be that it only happens to look that way, and I do not want to be understood as saying that such is the design. To explain: Let us turn to the record of proceedings in New York. Mr. Norris, representing the American Newspaper Publishers' Association, speaking on behalf of that organization, among other things, said:

The law contains a specification barring regular publications designed primarily for advertising purposes. A strict and impartial enforcement of this provision would bar every publication from going through the mails, since every publication is not successful, at least not in theory, unless designed for advertising purposes.

That is more than the Department claimed; and if it be true, and Mr. Norris would not have said it if his association did not believe it to be true, you can see what a job there is ahead of the Third Assistant Postmaster-General if the present administrative reform is to go on to a finality, and what that official will look like when he gets well into it, without waiting until he gets done.

On my way home last evening I purchased a copy of the Washington Times, and when I turned to the second page I saw my name in the headlines. This is the substance of what I read:

Publishers angry at Madden's rule against coupons.—Talk of crusade at meeting with Postal Commission.

The article then goes on in part as follows:

"We don't need new law, half so much as we need common-sense administration of the present one in the office of Mr. Madden," declared one publisher. "And if Mr. Madden doesn't modify his attitude I think it safe to say that there will very soon be a crusade for a change in the position. This anticoupon ruling is the latest blow. It doesn't take effect till next March, and is intended to increase the amount of first-class mail, resulting from advertising. It will be found, on the contrary, to produce the reverse effect. It will lessen rather than increase revenues."

Now, this interesting item is only a drop in the bucket. That sort of a thing is going on all the time. There is a deluge of it, and what is stated in the Times is as mild as a spring zephyr compared with the stuff that is written and stated concerning this reform, for the order it referred to is a part of the reform work.

The vision I referred to last evening is this: The scene is laid in the private dining room of one of the leading hotels. Several gentlemen are in close consultation over their wine and cigars. "'Sdeath," said the leader of them, "I have it. The correct game is to induce the Commission to believe that the right thing to do is to let the present law stand and give Madden all the help he wants to enforce them; then report to Congress, dissolve, and go out of existence. Now, the commission has gone; see? Madden will, of course, wade in. He will use all the rope that is given him. Flushed with his success so far, he will butt in everywhere. He's built that way. We'll let him go on. We'll set up a howl at every ruling, and by and by there will be such a clatter that the Administration will set up and take notice. Election is coming on, you know, and Madden may be suppressed, and, if so, presto! the Administrative reform is done. There is no postal commission, and nothing before Congress, and the old wide-open conditions may again come in vogue. See?"

But some see this coupon order in a different light. Here is one who does. Under date of November 26 I received a letter written in the office of the publisher of the Chicago Tribune November 21. It is only one sentence, and is as follows:

HON. E. C. MADDEN,  
*Third Assistant Postmaster-General.*

MY DEAR SIR: Permit me to congratulate your Department on its order concerning coupons in periodicals.

To that I replied as follows:

Permit me to thank you for your letter of November 21 congratulating the Department on the order concerning coupons in periodicals. It is gratifying to have a ray of light now and then penetrate the clouds of this gloomy and much-misunderstood subject.

The purpose of reading this letter and the reply, gentlemen of the Commission, is to show you that there are two sides to the question. Figuratively speaking, we are "between the devil and the deep sea." We are denounced if we do and we are denounced if we don't. We are always going too far and we are never going far enough. The coupon order speaks for itself. I did not want to issue it at this time; I did not believe it should be issued, but it had to be done. Let its correctness be brought to test in the courts.

I want to be understood here as saying that I favor a court review of every ruling under these laws and the facts of the case as pre-



sented to the Department. An officer having this duty to perform who can not stand up under a court review has no right to stand at all, and should not be sustained. Of course there are many close cases and many close questions decided every day, and he can not be right—exactly right—all the time under the court review, but if he is not sustained in a majority of the tests he is wrong and should be deposed.

The attempts to secure legislation on this subject heretofore were defeated because of opposition developed from a misunderstanding of the subject. The country publishers, publishers of weeklies, whose case has been so well presented here, are again being used. It is the old story—they do not understand. That is to say, their influence is being used against legislative reform now, as it has been heretofore, and their opposition comes from an insufficient or inaccurate understanding of the subject. I say this because I believe that if publishers of bona fide newspapers and periodicals throughout this country could really understand this complicated problem from a departmental standpoint, they would not oppose reasonable legislation at this time. Literature has been sent broadcast concerning the work of this Commission, which, while it may not have been so intended, nevertheless is inaccurate, insufficient, and based upon misunderstanding. The result is a stream of protests, every one of which discloses a lack of comprehension by the writer.

I want to be understood as having great sympathy for the publishers. I note the earnest faces that have appeared here, and I can not but feel that they are all honorable, fair-dealing men, pleading only for what I would plead if I were on their side—what I conceived to be the life of my business. I feel for them. They are sufferers from conditions they did not create, nor to which they have not contributed much. If the Post-Office Department had to deal only with such publications as are represented in the American Newspaper Association and the Periodical Publishers' Association, and some others, there would have been no need for this Commission. But they are only a part; they are not the whole. The efforts of the Department are for the general good, and it must disregard personal interests. I wish to go on record now as stating that the question of deficit or no deficit has nothing to do with presenting to this Commission such a case against the existing statutes as may secure new ones. The Department is not against publishers; it is against these bad laws. It is looking to the needs and the good of the whole. I wish to go on record also as saying that I do not believe it to be fair or necessary to ascertain as a basis for any change of rate that may be proposed what the cost of handling this class of matter may be. I know of no sound reason why we should not treat it as we treat other classes—fix a rate arbitrarily according to the needs of the service.

That rate may be more or it may be less than the cost of handling. When the rate on first-class matter was fixed it was not upon the conclusion that it would cost on the average of 32 cents a pound to handle it; when the rate on third-class matter was fixed it was not upon the conclusion that it would cost 8 cents a pound to handle it. and when the rate on fourth-class matter was fixed it was not upon

the conclusion that it would cost 16 cents a pound to handle it. It was a question of policy and determination of Congress of what would be a reasonable and proper rate for those classes of matter, irrespective of the cost of handling, and the same rule should apply now. If the 4-cent-a-pound rate which I have proposed is less than the cost of handling then all printed matter would be handled at less than cost. So far as the service is concerned newspapers and periodicals are simply printed matter. If that be more than the cost of handling then the service would gain the amount over the cost, as it does on other classes. The proposed rate is based upon the estimate—guess, if you like—that it would approximate the cost of handling closely enough to permit Congress to remove all restrictions upon printed matter such as now apply to the second class. Then the field would be free for all at the same postage charge. Each man would be allowed to attend to his own business, free from all interference, free from the spies and espionage that is so much complained of. Then the best man would win. It would be a survival of the fittest. As it now is, practically the Government invests money with every man who proposes to go into the publishing business. In this connection I need only invite your attention to some of the exhibits which have been submitted. Think of the Government contributing to the expense of distributing them to the people.

We have heard much about the spy system and the espionage. I want to be understood as stating emphatically that we do not spy, nor do we supervise the publishing industry at all, compared with the extent of the spying and supervision which the fair and proper execution of the present laws actually demands. They also authorize a measure of censorship, and the censorship and the spy system are both un-American and just as hateful to me as they are to the publisher. I want to let publishers alone. Let them conduct their own business free from interference.

To repeat and put in concrete form what was only loosely stated at New York, I propose as a remedy for the existing bad state of affairs as to this class of matter that the rate be raised to 4 cents a pound. That is to say, about a quarter of a cent an ounce or fraction to one address, or 1 cent for each 4 ounces or fraction to one address; in other words, 4 cents a pound. The postage should be paid as now in money, and there should be a provision for the expedition in the mails of newspapers and periodicals. That is a real remedy. And if I were a publisher I think I should oppose it, just as these publishers are opposing it. I, like they, would probably view it from my own standpoint, and I should probably denounce the Third Assistant Postmaster-General just as these publishers have denounced him. But a change is necessary. The service demands it, and the service is for the whole people, not for a class.

If it be decided to retain the present rate or fix a less rate than 4 cents a pound, then manifestly there must be some restrictions and the second class will be retained and not merged with the third class. Then the restrictions should be such as can be determined by the tape-line or measure-strap process, so that every publisher and every postmaster can determine for himself the rate of postage. It ought not to

be required that the Department should have experts to determine such perplexing questions as are now required to be settled, namely. What is a newspaper? What is a periodical? and you, gentlemen, have heard it stated that there is no human being who can give a definition of either one of those terms which would be satisfactory to all. We must also determine what is a known office of publication; what is information of a public character (why, every advertisement is information of a public character); what is devoted to literature, the sciences, arts, or some special industry; what is a legitimate list of subscribers, and what is a publication designed primarily for advertising purposes or for free circulation or for circulation at nominal rates. But the worst of it all is that a publisher may present a publication for entry to-day with all conditions fairly met and every one be violated to-morrow. Simplification of the tests of classification is what is wanted. We want to modernize the service, bring it up to date. We should have to deal only with the tangible physical thing itself which is to be transported and delivered, for it is all a question of service.

Gentlemen, my first proposition was made on the belief that Shakespeare was right when he said that a desperate disease requires a desperate remedy. A disease that affects the service as this does is desperate and requires an effective remedy. We should have laws which can be enforced not only with facility but in good conscience; and that can not be said of the present ones. It should not be necessary to keep up such a constant broil as this reform work does, but it is a duty and disagreeable though it may be, I shall perform it to the limit so long as it remains my duty. But I can not disregard the spirit of equity in dealing with publishers, nor can I treat them as harshly and as inconsiderately as the law demands. If the administrative reform is to go on, irritation and disturbance may be expected in exact ratio to the Department's activity.

If it should be decided that there is to be an increase in the rate of postage upon this class of matter, there should be reasonable time given to publishers in order that they may adjust their businesses to the changing conditions. I would give them a year, perhaps two years, and I do not believe that any increase in the rate which may be charged in going to wreck businesses so generally as has been alleged. There will be a readjustment and all will exist the same. At least the meritorious will and I feel certain that the subscriber will never know of the change in the cost of mailing; it will come out of the advertiser.

Gentlemen, the subject is committed to you. It is one of the greatest problems that ever vexed the Government. If you solve it, there should be another Washington Monument in the city and it should be ten times higher than the present one, and it should have the names of all these honorable commissioners inscribed upon it, and under those just three words: "They did it."

At 3 o'clock and 15 minutes p. m., the Commission adjourned, subject to the call of the chairman.

WASHINGTON, D. C., *November 28, 1906.*

The Commission met in executive session at 12 o'clock m.

Present: Senators Penrose (chairman) and Carter, and Representatives Overstreet, Gardner, and Moon.

**STATEMENT OF HON. GEORGE B. CORTELYOU, POSTMASTER-GENERAL.**

The CHAIRMAN. We have the Postmaster-General with us this morning.

General, have you any statement you desire to make to the Commission, or was it your thought to answer any questions which might be addressed to you by members of the Commission with reference to the inquiry which we are conducting in accordance with your recommendation made at the last session of Congress?

Postmaster-General CORTELYOU. I am very glad to have the opportunity of saying a few words to the Commission. During the two years I have had charge of the Post-Office Department I have had occasion to note difficulties connected with the execution of the law relating to second-class matter. I have gone very carefully over the reports of the hearings before the Commission.

A day or two ago a statement was made that the Department seemed to lay particular stress on the fact that we were embarrassed by these laws, and that we desired to be relieved of these embarrassments. That is true, but, on the other hand, there is no disinclination on the part of the Post-Office Department to execute these laws. The head of the Department, however, has not only that duty to perform, but it seems to me he has another duty put upon him, and that is this: When he finds the laws relating to his Department to be defective from the administrative standpoint; when he finds that they not only are an embarrassment to the Department, but that to execute them to the limit means annoyance, embarrassment, and at times injustice, to the interests on the outside affected by them, he should endeavor to have the defects removed.

That is the spirit in which the Department asked for the creation of a commission to look into this whole subject. The Postmaster-General is in somewhat of an anomalous position. He is between the figures and estimates of a branch of the Department on the one hand and the figures and estimates of the publishing interests on the other hand. I am sorry to have to say that the statistics of the Department, as made up from some weighings in the past, have not been a very satisfactory basis upon which to work.

So I say the head of the Department has that peculiar embarrassment in dealing with these second-class matters, and it was because of that embarrassment that I was anxious to get all the light that could come from a thorough and impartial investigation of the subject by such a commission as this one authorized by Congress. As I have read the reports of the proceedings, and particularly as I heard the testimony given the other day when I was here, I felt a little like an officer in command who detailed a member of his staff to a difficult and dangerous position on the firing line while he remained at a safe distance. The Third Assistant Postmaster-General, at my request, has attended the hearings of the Commission, and that was also in response to the request of the Commission for the coopera-

tion of the Department, which, of course, we most gladly gave. We have desired to render every assistance possible in the prosecution of your work.

At your first hearing in New York the Third Assistant Postmaster-General presented a paper, embodying substantially the position of the Department, in so far as it related to a showing of our embarrassments, and exhibits to bear out the statement as to the conditions under which we were trying to execute this law.

I carefully refrained from making any suggestion or recommendation as to a rate of postage on second-class matter. I am frank to say that thus far I do not pretend to know whether there should be an increase, and if there should be an increase as to just what extent.

The testimony given before the Commission has been, in spots, illuminating. I think the report of the weighings that are being made under the direction of Congress will probably give us some light; and in that connection, while it does not have a direct bearing on the work of the Commission, I feel I ought to say that it seems to me it would be a good plan to provide for a weighing of all of the other classes of mail matter. The result of the present weighings, which is to be reported to Congress on February 1, will, I think, give us the first substantially accurate calculations that we have had in a number of years. It does seem to me it would be a good plan to provide for the same sort of thing with regard to the other classes of mail matter, because the second-class has relations with the other classes. It has been contended that it is a large feeder of first-class mail, and also, to a certain extent, of the other classes, and I do not think there would be much argument on that question. The other classes, of course, hold certain relations to second class. If we had a complete weighing of all classes we would get together a body of accurate statistics that would be helpful both to the Department and to Congress in the future; and I can say now that I shall recommend in my annual report an appropriation that will enable the Department to secure the services from time to time of expert statisticians. We have men in the Department who do the ordinary grade of statistical work. We have nobody who can be classed as an expert.

The CHAIRMAN. Do you mean expert accountants?

Postmaster-General CORTELYOU. Either expert accountants where the services of accountants would be required, or in other classes of work trained statisticians, who would, for instance, take figures together with data that I want light on. I would like to have men available at times to whom I can submit a series of statistics or calculations and say: "What does this mean? I would like you to run this down and, out of your experience, indicate where what we are doing is faulty—where we can make improvements—and what recommendations looking to the betterment of the service can be made from this mass of stuff that is turned in to me that needs explanation and elucidation."

The CHAIRMAN. Would you think well of the suggestion that the whole Post-Office Department be overhauled by three expert accountants and statisticians, as you suggest, as a big business corporation would have its accounts overhauled to ascertain wherein the expenditures are improper, and to make a report upon the whole subject, treating it purely as a business proposition?

Postmaster-General CORTELYOU. I would.

The CHAIRMAN. Not a permanent board, but to make special employment of three of the most expert men who can be gotten in the United States to overhaul the Post-Office Department, just as the United States Steel Corporation, or the Standard Oil Corporation, would have their business treated?

Postmaster-General CORTELYOU. I should think that would be an excellent plan.

The CHAIRMAN. I suppose their labors would occupy several months. They could certainly be able to report at the next Congress.

Postmaster-General CORTELYOU. I think so; and naturally they would have to take up the relations of the Post-Office Department with the Treasury. I should think they ought to, by all means, embrace a thorough investigation of the office of the auditor for the Post-Office Department, because of our very intimate relations with it.

The CHAIRMAN. Would not a special employment of that character be better than the creation of three permanent places?

Postmaster-General CORTELYOU. Yes. I have not had in mind the creation of permanent places. I have thought of asking for an appropriation, a small lump appropriation, that would enable us to employ, as we need them, not from year to year, not permanent places, but as we need them, expert statisticians. This other proposition might secure the results more directly.

Representative OVERSTREET. Just on that point, would it not be better to first make some such inquiry as is suggested by Senator Penrose, in order to give you a proper starting point for future classification of the business matters, so that you should have the Department given a thorough examination by three expert statisticians and accountants, for the purpose of your own information as the head of the big business concern, and then after you have learned wherein the economies or changes of benefit to the service could be secured an emergency fund for the future for similar employment could readily follow?

Postmaster-General CORTELYOU. I think it probably would be. I am entirely open-minded on the whole proposition. The thing that has impressed me is the need of more accurate statistics relating to the subject.

The CHAIRMAN. There ought to be a special authorization, it seems to me, to meet this emergency, to get the Post-Office Department upon a business basis.

Postmaster-General CORTELYOU. Yes.

The CHAIRMAN. None of the regular employees can be expected to have that technical knowledge. That is very high-priced professional talent. You would have to go outside of the ordinary positions in a Department.

Postmaster-General CORTELYOU. We can not hope to put any Department of the Government on a proper business basis unless we employ some such agencies to tell us wherein we are not doing things on the right basis from a business point of view.

The CHAIRMAN. It would be a good idea to apply it to every Department of the Government, but particularly to the Post-Office Department, which is a business proposition.

Postmaster-General CORTELYOU. I was going on to say that while

it is none of my business perhaps, I think the time is coming pretty soon when something of that kind must be done in the Treasury Department, because during the years I have been here in Washington I have frequently heard of the necessity for a thorough overhauling of the entire accounting system. The big business establishments outside provide for that in great detail; and while, of course, I do not know intimately as to some of these matters in other Departments, it happens to have been my lot to hear of them during the past few years, and I think one of these days they will have to be taken up. I think it would result in a great saving of money and simplification of methods and do good all around.

The CHAIRMAN. I wish you would make some inquiry as to what amount of appropriation would be required to do that work for the Post-Office Department—the special employment of three of the very best men we can get in the United States:

Postmaster-General CORTELYOU. I shall be glad to do so.

The CHAIRMAN. And we will take up the consideration of having it put in the general appropriation bill.

Postmaster-General CORTELYOU. I shall be glad to submit a recommendation on the subject.

Now, I would like to conclude the very brief and general statement I have made by saying that I regard the address of the Third Assistant Postmaster-General, made in New York at your first hearing, as a fair presentation of the Department's position regarding the difficulties we have in trying to administer the present laws.

As to just what conclusion the Commission will come, of course, I have no means of judging; but we feel that either there should be such an addition to the present law by way of explanation or definition as will clear up some of our perplexities, or, better, such material changes as will tend to simplify and cut out these fine distinctions.

For instance, take the term "literature" under the present law. Get 20 men in a room and ask each man to define "literature," and you are very likely to get 20 different definitions, and if they get into an argument you are quite likely to find that there will be vigorous contention on the part of each man as to the correctness of his own definition. What is literature? What is any other one of the refinements of the present statute? What is a nominal rate? That you may arrive at perhaps a little more directly than you would at the definition of a term like "literature." What do you mean by "primarily designed for advertising purposes?" I remember, in reading over the reports of the hearings, the statement by a representative of the newspapers to the effect that if that were carried to the limit it would exclude all publications. Of course I do not subscribe to any such wholesale statement as that, but his general deduction in the main granted a great deal more than the Department has so far claimed. Those things are very difficult to determine even approximately, and the exhibits placed before the Commission by the Third Assistant Postmaster-General certainly show the great difficulties surrounding the attempt to administer these laws. But I wanted to make it plain that we regard that statement as expressing the Department's views regarding the embarrassments of the present administration of the law.

Beyond that I have not attempted to go, and I am not prepared to go.

The Commission is to decide as to whether our contention that we are having these troubles is a good one, and if they find it is a good one, to give us such changes and modifications as the investigation may warrant.

Representative MOON. Do you mean you recommend the rate proposed by the Third Assistant Postmaster-General?

Postmaster-General CORTELYOU. No; I specifically do not recommend that, or any other rate.

Senator CARTER. General, then we are to understand that at the present time the accounts of the Department are in such condition that you can not advise the Commission of the cost of carrying any particular class of mail?

Postmaster-General CORTELYOU. I would not attempt to say, from the records of the Department, what is the cost of carrying any particular class of mail.

Senator CARTER. Have you any means of determining from the books of the Department the points, if any, where losses are encountered in the conduct of the Post-Office Department?

Postmaster-General CORTELYOU. Not to an extent that would warrant me in making a definite statement on it.

Senator CARTER. Then it must be obvious, I think, that the Commission, being called upon to act upon specific data or not to act at all, must of necessity await a time when more specific information can be secured before taking definite and ultimate action upon the subject of rates.

Postmaster-General CORTELYOU. I have felt that all along, and that is my reason for saying that we may, all of us, get some light through this weighing that has been provided.

Senator CARTER. In the meantime, however, the Congress might proceed to relieve you to the extent of prohibiting the sample-copy abuse, or can you prohibit that by departmental rule within the purview of the law?

Postmaster-General CORTELYOU. We can go to a considerable extent in regard to that—and if I am mistaken I would like Mr. Glassie to advise me on that point—but we would prefer to have a specific provision on the subject.

Senator CARTER. Leaving the question of rate aside for the time being, then, you would feel relieved to an extent from an embarrassment if Congress enacts a law confining the limits to be fixed on the sample-copy publications and further providing for a certain increase of the rate on returned copies. Beyond these two items, what, if any, suggestions not involving the matter of rate do you think it would be proper for the Commission to make in its recommendations at present?

Postmaster-General CORTELYOU. I am not prepared to make any suggestions at this time.

Senator CARTER. With reference to the matter of accounts in the Department, I understand the fact to be that you are only provided with such talent and skill in the accounting work as is supplied by the clerks in the various grades of the civil service, receiving compensation from \$750 per year up to what limit?

Postmaster-General CORTELYOU. Up to, say, \$1,800, the highest clerical grade.



Senator CARTER. Have you any system of central bookkeeping, or do the respective divisions keep their own accounts in the Department?

Postmaster-General CORTELYOU. The finance division of the Department is the Third Assistant Postmaster-General's office. Of course the bookkeeping is centralized there, and naturally the chiefs of several of the divisions in that office, through long experience, have become very much more expert than some of the ordinary clerks in the division; but you take a chief of division who has become better trained, and when he gets at the head of a division his time is so taken up with the general supervision and with the signing and other details that he can not himself go to work on figures and do the highest grade of work, nor would we find the chiefs of divisions what you would call "expert statisticians."

Senator CARTER. Is it not true that long devotion to routine work in certain lines rather repels the idea that the individual has become qualified for generalizations such as are necessary in determining the business questions involved in a mass of figures?

Postmaster-General CORTELYOU. I think that is an entirely correct statement. I think, too, it would be a good plan, from other points of view, to occasionally shift your chiefs of divisions. I have done that recently in the Post-Office Department, in the Third Assistant's office.

Senator CARTER. That is increasing the range of their vision somewhat?

Postmaster-General CORTELYOU. Increasing the range of their vision, and the freshening up that comes from handling a little different character of work. I sometimes get better results from that process than from keeping a man for a long series of years in one place.

Senator CARTER. You will, as I understand it, in due time disclose to Congress or the commission about the amount of appropriation you will require for a thorough overhauling of the Department by competent experts?

Postmaster-General CORTELYOU. I shall be glad to do so.

Representative OVERSTREET. What provision was made by you relative to the weighing directed by Congress of second-class mail?

Postmaster-General CORTELYOU. I appointed a committee, made up of several officials of the Department, to prepare a plan of operations under the direction of the provisions of Congress.

Representative OVERSTREET. And the head of that board or committee is whom?

Postmaster-General CORTELYOU. The general supervision of the work of the committee itself is in the Second Assistant Postmaster-General.

Representative OVERSTREET. And he will be familiar with that?

Postmaster-General CORTELYOU. He will be familiar with that.

Representative OVERSTREET. At this point I would like to inquire, in a general way, whether the record of the other departments of the Government, provided for at the last session of Congress, is being kept?

Postmaster-General CORTELYOU. In regard to the penalty mail?

Representative OVERSTREET. Yes.

Postmaster-General CORTELYOU. That is being kept, and a report will be made promptly at the time expected. We have already figures relating to four months, I think, so far as the Post-Office Department is concerned, and those figures give some very interesting results. Those relate only to the Post-Office Department. Each department is carrying on that work under a plan arranged in the Post-Office Department, but the figures in regard to our own Department are very interesting.

Senator CARTER. To what extent does the weighing go under the present order? To second-class mail matter exclusively?

Postmaster-General CORTELYOU. No; second-class mail matter and all penalty matter.

Senator CARTER. You keep the two separate?

Postmaster-General CORTELYOU. Entirely separate. One committee, under the supervision of the Second Assistant Postmaster-General, has entire charge of the weighing of second-class matter, and the chief clerk of the Department has charge of the weighing of the penalty matter.

Senator CARTER. General, why would it not be better to weigh all the classes simultaneously?

Postmaster-General CORTELYOU. I think it would have been better if we could have provided for the weighing of all classes simultaneously. Now, if provision should be made for weighing the other classes, of course we should naturally be confronted with the question as to whether it would not be better to select the same months of the year. We have to be careful not to take a period when a comparison might not be so well made as though we had the same periods of time.

Senator CARTER. Will you not, in weighing the different classes at different times, have a slight discrepancy, or probably a material discrepancy arising through the increase of the volume of business between the periods?

Postmaster-General CORTELYOU. That would be found to occur, to a certain extent.

Senator CARTER. Therefore, in order to have a weighing that would form the substantial basis showing the relations relatively in weight of various classes of matter, all should be weighed at the same time?

Postmaster-General CORTELYOU. I think that is so.

Representative OVERSTREET. Would you regard it as practicable, to authorize, by statute, that the Postmaster-General might either contract or arrange with transportation companies for the handling at a different rate such of the second-class mail as we now understand as storage mail?

Postmaster-General CORTELYOU. I have not made up my mind fully on that point. I notice that you brought out some testimony regarding it in your hearings. In my last report I suggested that it might be well to make provision for carrying some portion of the mail by fast freight.

Representative OVERSTREET. I refer particularly to instances where a car contains nothing but second-class mail, and is carried a considerable distance without change of contents. Do you think it would be practicable to authorize by statute that the Postmaster-General might contract with railroads at regular commercial rates for that particular character of mail under those conditions, and that

it would result in a much lower expense to the Government than the present method?

Postmaster-General CORTELYOU. I am not prepared to state. I have not gone far enough in my investigations to say that. At first blush it would seem practical.

Representative OVERSTREET. That would pertain almost exclusively to trunk lines and to long hauls of purely second-class mail?

Postmaster-General CORTELYOU. Yes. Of course it must be remembered that the Department, in the matter of long hauls, gets the short end of the business, so far as returns are concerned.

Representative OVERSTREET. But, to make my inquiry more specific. I will put it in this way. Take the transportation of purely second-class mail, loaded in what we understand as storage cars, for distances of 500 miles and above. If the Department had authority to contract with the roads for that mail at commercial rates, at no higher rate than the same roads exact for first-class freight, such as fruits and meats, or express, would there be any difficulty in administering such authority? It simply cuts out mail to be handled in the nature of fast freight, without any difference in the method of ultimate distribution, and at considerably less expense.

Postmaster-General CORTELYOU. I see no insurmountable difficulty in that.

Representative OVERSTREET. Would you think it would be practicable to administer a law which provided a different rate of postage for that proportion of second-class mail known as advertisements, where a pamphlet contained a given proportion of pure text or reading matter, to retain the current rate and apply a different and higher rate upon the remaining proportion of the same pamphlet, which is given over exclusively to advertising?

Postmaster-General CORTELYOU. I have not felt that was feasible.

The CHAIRMAN. Why do you not think that would be feasible, General?

Postmaster-General CORTELYOU. There are administrative difficulties in the way of that. Of course it requires a count. I do not know how much work that would take. Then there would be also the difficulty that was mentioned here the other day as to determining in some cases what was advertising and what was reading matter, and what was some other kind of matter. Of course, the great bulk of advertisements in magazines could be readily determined, particularly if they set all the pages as they do now; but occasionally you find a magazine that runs in the advertisements in different places, and you have to stop and figure pretty carefully whether it is advertising or not.

Representative OVERSTREET. Suppose you simplified that by providing on your blank application for entry that the publisher should make a recital concerning the proportion which was advertising, for which he received pay, and delegating the postmaster to receive that as prima facie evidence of the fact and accept the periodical, but fix such penalties for false application as might check dishonest publishers from practicing fraud. Would not that make it more feasible?

Postmaster-General CORTELYOU. Yes; that would make it more feasible, but I am afraid that would be regarded as too much of an invasion of private rights.

The CHAIRMAN. Your thought is that you would establish an intermediate class between first and second class mail?

Postmaster-General CORTELYOU. Yes.

Representative OVERSTREET. I was proposing a hypothetical proposition of making no change of rate on pure second-class matter and a different rate for advertising, the commercial part of the paper.

Postmaster-General CORTELYOU. Yes; I so understood it.

Representative OVERSTREET. Whether it could be administered?

Postmaster-General CORTELYOU. I have my doubts as to whether it could.

The CHAIRMAN. There seems to be an impression that the jump from the first-class charges to the second-class is pretty considerable.

Postmaster-General CORTELYOU. That is very true.

The CHAIRMAN. And that there might be a field for an intermediate rate, which might relieve the situation.

Postmaster-General CORTELYOU. I have not given that any thought. Our thought has been rather to reduce than increase rates and requirements. We get so many different classifications now that we are trying to have them reduced.

Representative OVERSTREET. You mean as to number?

Postmaster-General CORTELYOU. Yes; I mean as to number. If some such class could be devised now as would result in a material reduction in number it might possibly be a good thing. I am not prepared to say. You see, one of our great difficulties in the Department that these things come up first-hand to postmasters out in the country and many of them are not qualified to say whether the things presented to them belong here or there. The result is that it is dumped on the Department. It makes a great mass of work to be handled here and we are trying to get, as far as we can, to a point where the average intelligent postmaster will be able to say, when a piece of mail is presented, it is so much; and if it belongs in this class, it is so much. Of course that is the ideal, and we want to make progress toward it. I should be glad to be in a position where we could make specific recommendations on a number of these things, but because of rather faulty statistics that at times have been taken and put upon the record of the Department, and also because of a lack of information on these subjects from experts on the outside, the head of the Department is in the position of seeking light, and he hopes to get it through some such medium as this Commission. We perhaps ought to know it all, but we do not, and are perfectly frank to say we do not.

The CHAIRMAN. In other words, the time seems to have arrived to give the Post-Office Department a thorough overhauling and get it on a business basis.

Postmaster-General CORTELYOU. That we have been trying to do, so far as could be done from an administrative point of view, in the last two years. I asked for several things last year, and Congress very generally cooperated with the Department. We were strengthened very much by the action of Congress in several directions, particularly in the provision for this Commission and in providing for the weighing of second-class matter, and for the weighing of the penalty mail, because the penalty matter has had a relation to the deficit. I am frank to say I have reached a point where I dislike to hear anything about the deficit. I do not care anything about

the deficit, relatively, but I do care very much about good administration and good business methods; and we are improving. The so-called deficit this year has been reduced about four and a half million dollars.

The CHAIRMAN. What will it amount to this year?

Postmaster-General CORTELYOU. About \$10,000,000. Of course we have had a great increase in revenues, but you will notice that there is a considerable decrease in the percentage of increase of expenditures, which points to something having been done in a business way.

The CHAIRMAN. Are you familiar with the action of the Canadian government in excluding the second class of mail matter from their mails which comes from the United States?

Postmaster-General CORTELYOU. To a certain extent. That has been directly under the Second Assistant Postmaster-General. Of course I have been advised from time to time in regard to it.

The CHAIRMAN. There has been a notice given to our Department?

Postmaster-General CORTELYOU. Yes.

The CHAIRMAN. Can you inform the Commission briefly as to the status of the matter?

Postmaster-General CORTELYOU. With your permission, I would like General Shallenberger to do that, because he can give you more of the details than I can.

The CHAIRMAN. Then we will wait and hear that from General Shallenberger.

Senator CARTER. To return briefly to the mail weighing, what, if any, increase of expense would be caused by including the second-class and the penalty mail in the general weighing to be hereafter authorized?

Representative OVERSTREET. Do you mean the separation of the classes?

Senator CARTER. No; to have all of the mail weighed simultaneously.

Postmaster-General CORTELYOU. I would have to get the figures as to the cost of the present weighing to give you any accurate statement about that.

Senator CARTER. That is, that in order to weigh all the classes at the same time it would not cost much more than to weigh a particular class?

Postmaster-General CORTELYOU. The cost when you consider it in connection with the whole postal service is very small.

Senator CARTER. But understand me. About the same number of people will have to be employed to weigh the second class of mail matter as will be employed to weigh all the classes.

Postmaster-General CORTELYOU. Yes; I understand you fully, and I, of course, agree with that statement as a general proposition.

Senator CARTER. So that in authorizing a weighing of the mails and including in such authorization the penalty and second-class mail, which has been weighed recently or is being weighed now, it would not necessarily involve any considerable additional expense?

Postmaster-General CORTELYOU. On second thought, there would be a good deal of expense connected with the weighing of the second-class mail.

Senator CARTER. I understand that; but we assume now that we are to weigh the mail that has not been weighed—that is, the third,

fourth, and first class mail. It is assumed that the year's business will show a material increase, and consequently the work of this year will not form a just or fair basis for comparison with the work of next year. The second-class mail will presumably increase considerably within twelve months, as will all classes, according to past experience. Therefore the desirability of weighing all together, making provision for the weighing of the first, fourth, and third class would practically involve as much expense as though we included the second-class and the penalty mail in the same act.

Postmaster-General CORTELYOU. I think that is true, as a general statement.

The CHAIRMAN. Have you any further statement to make to the Commission, General?

Postmaster-General CORTELYOU. Nothing further.

The CHAIRMAN. The Commission is very much obliged to you for the assistance you have given them in their labors.

We will now hear General Shallenberger.

**STATEMENT OF HON. WILLIAM S. SHALLENBERGER, SECOND ASSISTANT POSTMASTER-GENERAL.**

The CHAIRMAN. General, have you prepared any statement to make to the Commission on the question before us?

Mr. SHALLENBERGER. We have tabulated the returns for the first three months of the period.

The CHAIRMAN. If you will proceed and make any statement you have, we will be glad to hear it.

Senator CARTER. Before you proceed with that, and in order to bring the matter out in connection with the statement of the Postmaster-General, I would like to ask General Shallenberger in regard to the nature of a notice received from the Canadian postal authorities relative to the interference with the circulation of our second-class mail matter through the Dominion?

Mr. SHALLENBERGER. Until 1904 the postal treaty between the United States and Canada included this provision:

ARTICLE 1 (a) Articles of every kind or nature which are admitted to the domestic mails of either country, except as herein prohibited, shall be admitted to the mails exchanged under this convention, subject, however, to such regulations as the postal administration of the country of destination may deem necessary to protect its customs revenues.

Previous to the year 1904 the Third Assistant Postmaster-General discovered that certain publications, which he had debarred from the second-class privilege in the domestic mails, were seeking admission to the second-class privilege in Canada, moving the office of publication just across the border, thereby securing the transmission of all that matter in our mails as freely as though it originated in this country. That led to correspondence with Canada and to an amendment to the treaty which gave to each country the right to prohibit the transmission as second-class mail matter through its mail of newspapers and periodicals originating in the other, unless the publication itself was such as would be admitted to the domestic mail of that country, necessitating, of course, an administrative decision of each office as to whether certain publications coming across the border would or would not be admitted to the domestic mails of that country.

Under the operation of this amended treaty, Canada found that certain publications originating in the United States were not such as, in usual practice, would be admitted to their mails, and they served notice upon this administration that henceforth they would be excluded except at the rates applicable to transient printed matter. We gave notice through our monthly bulletins from time to time of the publications which had been debarred from the mails of Canada, until they numbered about one hundred.

We have not found it necessary to take like action in regard to any of the Canadian publications, with the exception of perhaps one or two. Friction was created by the announcement of this action on the part of Canada among the publishers in this country, many of whom claimed that the publications which were adversely acted upon by Canada were in no wise different from publications which were being published in Canada, and in no wise different from certain other publications in this country, which were freely crossing the border and reaching addressee. We took the matter up with the Canadian office, and invited attention to the complaints we had heard and requested that we be advised as to action taken; that our publishers were seeking advice from us, and we had thus far suggested that they visit the Canadian office and deal directly with that administration in order to explain the true character of their publications and establish, if possible, their right to transmission. That was as far as we could go.

It remained in that way until quite recently, when Canada sent a prominent official here, who, after looking over the field, and I think after a conference with General Madden, Third Assistant Postmaster-General, sent notice to our Department that under the provision of the treaty which gave to each country the right, on six months' notice, to annul the treaty, Canada desired to avail herself of that privilege, and that six months from that date she desired to abrogate the treaty, with the assurance that it was only in order that the question, regarding second-class matter might be more satisfactorily adjusted; that as advised by our office, a postal commission was now considering all questions relating to second-class matter, including postage rates applicable to it, and that in the event a radical change was made in our domestic regulations, she would be ready to consider a modification of the treaty relating to second-class matter or make a new one. It remains in that condition.

The CHAIRMAN. The whole treaty has been abrogated, has it?

Mr. SHALLENBERGER. It will not be until the six months have expired.

The CHAIRMAN. That cuts off all postal relations with Canada?

Mr. SHALLENBERGER. Not at all. This is a separate treaty. In the event of the abrogation of the special treaty, the Universal Postal Union convention will prevail as between us, and papers and periodicals will be exchanged at 1 cent for 2 ounces or fraction of 2 ounces.

Representative OVERSTREET. What will be the effect under the Postal Union agreement?

Mr. SHALLENBERGER. Then our second-class matter will cross the border and be transmitted through Canada at the rate of 1 cent for each 2 ounces.

The CHAIRMAN. Has the Canadian government the same classifica-

tion as to second-class mail matter as we have, or wherein does it differ?

Mr. SHALLENBERGER. I am not prepared to give the exact details of their classification of second-class matter, or, indeed, their rates. I only know the postage rate is one-half cent a pound beyond certain distances; that it is one-fourth a cent a pound within a certain radius, and within a radius of 20 miles from the office of publication it is free.

The CHAIRMAN. That is second-class matter?

Mr. SHALLENBERGER. That is second-class matter.

The CHAIRMAN. Do you happen to know in detail the Canadian classifications, Mr. Glassie?

The SECRETARY. I haven't it here, but it is exactly as General Shallenberger expresses it. It is free within a radius of 20 miles, a quarter of a cent a pound within 300 miles, and beyond that half a cent a pound: but that is not true as to all periodicals. It is only true as to newspapers and other periodicals recognized as such in the generally received sense of the word. All periodicals must consist in whole or in great part of political or other news or of articles relating thereto or to other current topics. Many of our periodicals could not conform to that. They would go as they do in England—at practically a book rate.

Representative OVERSTREET. What is that?

The SECRETARY. In England it is 1 cent for 2 ounces, a half penny for 2 ounces, and it is the same in Canada. One of the difficulties about the Canadian government in regard to this thing, as it was expressed to me in casual conversation by an official of the Canadian post-office, is that they were broken down by the administrative work of standing on the border and passing on the qualifications of these American periodicals. It was not so much a matter of rate as a matter of administrative difficulty.

The CHAIRMAN. Then there is no element of discrimination against American periodicals? The newspapers had a rumor that there was discrimination against the American publications in this action of the Canadian government.

The SECRETARY. Do you mean from the legal point of view?

The CHAIRMAN. No; from the point of view that they wanted to keep them out of Canada.

The SECRETARY. Of course there is a general newspaper rumor that it is a part of the Canadian policy to prevent Canada from being Americanized, and that this is one of the means of accomplishing that end. If I may be permitted to express my opinion about it at all, it seems to me that is rather far fetched. It may have something to do with it in a broad way, but fundamentally it is a matter of administrative difficulty. In other words, in trying to do in Canada what the Post-Office Department does here, they break down.

Representative GARDNER, of New Jersey. Is there not something substantial to that? If magazines go there practically as books, at that rate of postage he mentions in going over from here they go at a cent a pound.

The SECRETARY. Yes; that would be a discrimination in favor of American periodicals.

Representative GARDNER, of New Jersey. Most decided.



The SECRETARY. Yes. The Canadian law, strictly enforced, debar a periodical having no element of currency. It must be known as a newspaper or periodical, and it must relate to current topics. It is a general principle that wherever the newspaper rate is low you will find it is strictly confined to newspapers. In Australia, for instance.

The CHAIRMAN. In other words, the American magazine is given an unfair advantage in Canada as against the Canadian magazine?

The SECRETARY. It would seem so, for the American magazine is not so limited. There is not the same extensive periodical press in Canada as there is in the United States, and of course the American monthly magazine may have been tending to Americanize Canada to the extent to which it was circulated; but that this action was based on a broad national policy as distinguished from an administrative purpose, I can hardly believe.

Senator CARTER. The question involved seems to be one of discrimination against their own publications rather than against ours?

The SECRETARY. As General Shallenberger very clearly stated, they first used this provision of the law, if I am not wrong about it, in throwing out what are called over here "mail-order papers." Some of the Augusta, Me., publications which were in doubt in America were thrown out rather quickly and summarily in Canada, because that is the power of the Canadian post-office. Then, as I said a moment ago, they had to do this thing regularly every time mail came across the border. They found they simply could not do it. They had to pass on so many kinds, so many infinite gradations of publications, that it broke down the machinery of their Canadian office. Then it was proposed to get rid of all that and have a new treaty.

Mr. SHALLENBERGER. In confirmation of what Mr. Glassie has just said, our correspondence shows that to have been the plea of the Canadian office. It was a physical impossibility, they said, to pass upon the vast multitude of American publications that were crossing the border. Their own second-class matter was growing rapidly, they said, and in passing upon the admission of their own publications it consumed an amount of time and clerical force that made it physically impossible for them to deal impartially with all American publications. Hence criticism would arise and friction exist, and in order that it might be resolved they gave notice that in six months they desired to annul the treaty.

Senator CARTER. When does that six months' period expire?

Mr. SHALLENBERGER. Six months from November 7.

The CHAIRMAN. General, is the correspondence with the Canadian department voluminous?

Mr. SHALLENBERGER. It is not.

The CHAIRMAN. Could you furnish the commission with copies of the communications you have interchanged?

Mr. SHALLENBERGER. I can.

The CHAIRMAN. We will be glad to have them put in the record. [See Appendix.]

As I understand this treaty, they are under obligation to take all our mail matter and transport it to its destination. Where does the question of their inspection arise?

Mr. SHALLENBERGER. In determining whether the particular publi-

ation would be admitted to their mails if originating in that country.

The CHAIRMAN. That passes muster through our Post-Office Department, and I would suppose, from my idea of the treaty, that they would be compelled to take it.

Representative OVERSTREET. But, as I understood, there was an amendment to that treaty.

Mr. SHALLENBERGER. Prior to 1904 that was their obligation, just as the obligation of Mexico to-day is to forward to destination everything we send to the border, and we accept everything they send to our border.

Representative OVERSTREET. What was the nature of that amended treaty in 1904?

Mr. SHALLENBERGER. The amendment, which is very brief, but which I have not before me, is to the effect that publications which would not be admitted to the domestic mails of either country may be debarred from transmission in the mails coming from the other. Hence, when the question is raised as to whether the Cosmopolitan, for instance, shall be transmitted in their mails, they simply decide whether the Cosmopolitan, if published in Canada, would be admitted to their domestic mails.

Representative OVERSTREET. That treaty was made at our solicitation?

Mr. SHALLENBERGER. I am not prepared to say.

Representative OVERSTREET. That amendment?

Mr. SHALLENBERGER. I am not prepared to say who originated it. Consideration of it would have been originated in the office of the Third Assistant.

Representative GARDNER, of New Jersey. But it was to meet the condition, if I understand you, that things excluded from our mails sought admission in Canada, and so went freely over our country after we had excluded them.

Mr. SHALLENBERGER. That was my understanding. Perhaps Mr. Glassie may know about that, having studied the question from the standpoint of the Third Assistant.

The SECRETARY. I am not able to say anything about that.

The CHAIRMAN. Proceed, General.

Mr. SHALLENBERGER. Permit me to say this, to elucidate a little further what Mr. Glassie has said. I am not prepared to say that they exclude magazines, and I doubt it, for the reason that in two years since that amendment has been in force they have only given us notice of about one hundred publications—not more than that—which have been excluded, and I assume that many of our magazines have been freely circulating in their country.

The SECRETARY. That is undoubtedly true.

Mr. SHALLENBERGER. Mr. Chairman, if you will allow me, I will put into the record here the instructions to the postmasters in relation to the weighing of second-class matter. They are not lengthy, and it will give you an idea as to how we proceed to secure these figures from the various postmasters.

## SECOND-CLASS MAIL MATTER.

## SPECIAL RECORD SECOND-CLASS MATTER.

POST-OFFICE DEPARTMENT,  
OFFICE OF SECOND ASSISTANT POSTMASTER-GENERAL,  
Washington, June 25, 1906.

Postmaster, —————.

SIR: The act making appropriations for the service of the Post-Office Department for the fiscal year ending June 30, 1907, contains the following provision:

"And the Postmaster-General shall require a record from July first to December thirty-first, nineteen hundred and six, of all second-class matter received for free distribution, and also at the one cent a pound rate, so as to show the weight in pounds, respectively, by classes, of daily newspapers, weekly, and other than daily newspapers, magazines, scientific periodicals, educational periodicals, religious periodicals, trade-journal periodicals, agricultural periodicals, miscellaneous periodicals, and sample copies of said newspapers, magazines, and periodicals, and make report to Congress of such information by February first, nineteen hundred and seven, together with an estimate of the average length of haul of said respective classes above named. \* \* \*

In compliance with this direction you are hereby instructed to keep a careful record of the classification of all second-class mail matter received at your office from publishers or news agents, or mailed by them direct to trains, at the pound rate or for free circulation, within the county, during the period from July 1 to December 31, 1906, the weight of the same and the States to which they are dispatched, and make report to this office at the end of each month.

In order to facilitate this work and to secure the forwarding to this office of the data in form for further use, you will be furnished with three sets of blanks namely: "Special record second-class matter, Form No. 1;" "Special record second-class matter, Form No. 2;" "Special record second-class matter, Form No. 3."

The "Special record second-class matter, Form No. 1," is designed as a memorandum record at large post-offices to be used in taking the number of sacks and the weight thereof, received from publishers' wagons, when the conditions make it impracticable to enter the weights directly on "Special record second-class matter, Form No. 2." Special instructions as to its use will be found printed upon the back of it. This form should be retained by you until otherwise instructed.

A record should be kept for each publication upon "Special record second-class matter, Form No. 2," which will be furnished by this office, and must show, besides the name of your office and the month for which the record is kept, the following data, namely: The class to which the publication belongs; the weight of paid regular matter and the weight of paid sample copies, stated separately, received each day of issue for dispatch to each of the several States; and the weight of free matter within the county received.

In order that you may be able to determine to which of the classes named in the law any publication in question may belong, the following definitions are given. In applying them let the classification depend solely upon the character of the predominating matter contained in the publication.

*Daily newspapers.*—Under this heading should be included all publications published daily and having the ordinary characteristics of a newspaper; that is, devoted mainly to the current events of the day or week.

*Weekly and other than daily newspapers.*—Under this heading should be included all publications published not more frequently than once a week and having the ordinary characteristics of a newspaper; that is, devoted mainly to the current events of the day or week.

*Scientific periodicals.*—Under this heading should be included all publications containing matter devoted mainly to scientific and technical subjects.

*Educational periodicals.*—Under this heading should be included all publications which are devoted to the subject of education, or any particular branch thereof, the higher as well as the lower branches, such as arithmetic, book-keeping, shorthand, telegraphy, and kindred subjects, or to education as a profession.

*Religious periodicals.*—Under this heading should be included all publications which contain mainly matter of a religious character with or without regard to any creed.

*Trade-journal periodicals.*—Under this heading should be included all publications the subject of which is devoted to trade generally or to a trade, special industry, or mercantile pursuit.

*Agricultural periodicals.*—Under this heading should be included all publications containing matter pertaining mainly to agriculture, farming, gardening, stock raising, poultry raising, horticulture, etc.

*Magazines.*—Under this heading should be included all publications of a general literary character, such as "The Century Magazine," "Munsey's Magazine," "The Outlook," "Ladies' Home Journal," "Smart Set," "Saturday Evening Post," "Literary Digest," and "Youth's Companion."

*Miscellaneous periodicals.*—Under this heading should be included all publications which do not clearly fall within any of the above classes. Under this heading should also be included all publications received from news agents or news companies in mixed bundles in connection with which it is impossible to arrive at the particular classification above described.

"Special Record Second-Class Matter, Form No. 2," printed in black, should be used for stating the paid regular matter received, and the same form printed in red should be used for stating the paid sample copies received. Wherever possible the State of destination of any given weight must be shown in the appropriate space opposite the name of the State found on the form. This is of great importance. In the larger offices this can be quite easily ascertained in respect to a large proportion of second-class matter mailed, because publishers have heeded to a large extent the instructions of the Department to make up their mail by States and directs. In keeping this daily record the direct sacks need not be specifically noted, but may be included with mails made up for their respective States. For instance, a direct sack for Columbus, Ohio, would be combined with the weight of the State of Ohio.

These records made on "Special Record Second-Class Matter, Form No. 2," respecting all the publications mailed at your office, must be retained by you until otherwise instructed and will become the basis for the consolidation of weights of classes of publications and States of destination upon "Special Record Second-Class Matter, Form No. 3," which will be furnished you for that purpose.

As soon as possible after the close of each month you should consolidate all the weights entered for that month upon the form "Special Record Second-Class Matter, Form No. 2," which represent publications of the same class and dispatched to the same State of destination, and enter the totals (the regular issue and the sample copies stated separately) in their proper places on "Special Record Second-Class Matter, Form No. 3." For instance, you will take all your forms "Special Record Second-Class Matter, Form No. 2," devoted to records of "daily newspapers" and combine all the weights of the regular issues sent to Alabama, and all the weights of the sample copies sent to Alabama, and enter each total in its proper place on "Special Record Second-Class Matter, Form No. 3," opposite "Alabama," and under the column "daily newspapers," and in same manner combine and enter all weights for other States. The same should be done for all other classes.

When "Special Record Second-Class Matter, Form No. 3," is thus completed it will show the combined weights for the regular issue and the sample copies separately, recorded on all forms "Special Record Second-Class Matter, Form No. 2," for each of the classes of publications and the States to which such were dispatched. This form should be forwarded immediately upon completion to this office addressed as follows: "Second Assistant Postmaster-General, Washington, D. C."

#### SPECIAL RECORD SECOND-CLASS MATTER.

The forms above referred to will be prepared immediately and will be sent as soon as possible; but if they fail to reach your office by July 1, a record should be kept in accordance with the above instructions until they are received, when it should be transferred to them.

Very respectfully,

G. F. STONE,

*Acting Second Assistant Postmaster-General.*

The CHAIRMAN. I understand, General, that you have been able to compile the data obtained by these weighings during the first three months of the period intended by Congress. We understand of course that the results may be considerably modified by the weighings yet to take place before the final report on the 1st of February next. But, subject to any changes that may become necessary by reason

of the second report of weighing, we would like to have you state, if you can, the average haul of the various classes of newspapers and periodicals.

Mr. SHALLENBERGER. The absolute figures for the entire half year will probably be somewhat different from those for the first three months, but there would seem to be little or no reason for believing that the proportions will be materially changed.

For the daily newspapers, which is the first class mentioned in the act, the average haul for the first three months of the weighing is found to be 287.49 miles. For the same period the average haul of sample copies was 441.86 miles. The average haul for subscribers' copies and sample copies combined was 288.03 miles.

The average haul of the weekly and other than daily newspapers was 497.46 miles. The average haul of sample copies was 497.09 miles. The average haul combined was 497.45 miles. Of scientific periodicals the average haul was: Subscribers' copies, 808.35 miles; samples, 794.31 miles; combined, 807.71 miles. Of trade journal periodicals the average haul was: Subscribers' copies, 711.08 miles; samples, 702.01 miles; subscribers' copies and samples combined, 710.48 miles.

Religious periodicals: Subscribers' copies, 667.31 miles; samples, 736.77 miles; average haul of subscribers' copies and samples combined, 667.72 miles.

Educational periodicals: Subscribers' copies, average haul, 629.61 miles; samples, 685.66 miles; subscribers' copies and sample copies combined, 631.41 miles.

Agricultural periodicals: Average haul, 523.21 miles; sample copies, 536.41 miles; average haul, subscribers' copies and samples combined, 524.09 miles.

Magazines: Average haul of subscribers' copies, 995.85 miles; average haul of samples, 988.50 miles. Magazines, two classes combined, 995.10 miles.

Miscellaneous: Average haul, subscribers' copies, 1,033.70 miles; samples, 960.44 miles; miscellaneous, two classes combined, 1,032.32 miles.

The CHAIRMAN. Do your computations enable you to state what is the average haul of all classes?

Mr. SHALLENBERGER. Yes; we are able to give that and also, so far as the weighings for the first three months enable a conclusion to be drawn, the average hauls of all classes for all the cities, representing approximately 95 per cent of the second-class mail. The average haul of all classes combined is, for subscribers' copies, 559.56 miles; sample copies, 833.20 miles; subscribers' copies and sample copies combined, all classes, 568.85 miles.

Representative OVERSTREET. I suggest that it might be well, before proceeding further, to explain to the Commission how you arrive at the average haul as disclosed by the figures given.

Mr. SHALLENBERGER. Reports are received from each of the postmasters at offices where the mailings of paid second-class matter are 10,000 pounds and over per quarter, showing the weight of second-class matter mailed and dispatched to the several States and Territories for each month of the weighing by classes and subscribers' copies and sample copies stated separately. These weights are carefully tabulated by the special force engaged upon the work in my

office upon what are called the working sheets, which show separately the amounts of mail of each class, subscribers' copies and sample copies separately, dispatched from each one of the post-offices mentioned to the several States and Territories. The amounts shown to have been so dispatched to the several States for the several months are then combined and multiplied, in each instance, by the distance carried. These distances are secured by requesting the Census Office to furnish us the center of population of the various States, which was done, showing the same by longitude and latitude. The nearest point of postal importance to each center was then selected by the aid of the Railway Mail Service and that Service was then requested to compute and furnish the distance by the shortest practicable and available mail route from the office of dispatch to such postal point. The weights so dispatched to the several States were then multiplied by this distance carried and the total of all the products found. By dividing this total by the total weight dispatched gives the average haul from that particular post-office. By adding all the totals of the products for all the cities and dividing the grand total by the grand total of all the mail carried gives the average haul for all the mail. This process is followed with reference to each class named in the statute and for subscribers' copies and sample copies separately. The weights of the subscribers' copies and sample copies for each class are then combined to find the average haul for all weights of each class, and finally a combination is made of all weights and of all products to find the average haul of all the second-class mail together.

Representative OVERSTREET. I suggest that General Shallenberger now explain the tables from which he is reading, so as to give the various cities as he has compiled them. Put into the record, General, the statistics which you have as to all of them.

Mr. SHALLENBERGER. Mr. Chairman, let me preface that by the statement that when we came to consider the question of ascertaining the average haul of all the newspapers in the United States and other periodicals, we found that it would be a physical impossibility to do it from all the offices where any of the second-class mail matter originated; but in conference with the Third Assistant Postmaster-General and his office force we ascertained that 428 offices in this country originated approximately 96 per cent of all second-class matter, and that it would be substantially as satisfactory as though we included the remaining 4 per cent if we could report to the Commission the average haul of 96 per cent of the second-class matter.

Representative OVERSTREET. Then your weighings were limited to the 428 offices?

Mr. SHALLENBERGER. Not the weighings.

Representative OVERSTREET. To what extent did the weighing go?

Mr. SHALLENBERGER. The weighing covers the entire number of offices where second-class matter originates; but reports as to States of dispatch for the tabulation and ascertainment of the average haul is limited to 428 offices, which include approximately 96 per cent of all second-class matter.

Representative OVERSTREET. At how many offices in the country was this weighing made?

Mr. SHALLENBERGER. 10,031 offices.

Representative OVERSTREET. That included all offices where second-class matter is originally entered?

Mr. SHALLENBERGER. Where second-class matter is entered.

Representative OVERSTREET. During that period?

Mr. SHALLENBERGER. During that period.

Representative OVERSTREET. In the transportation of the second-class matter, to what extent are storage cars used?

Mr. SHALLENBERGER. They are used whenever we have a body of mail which requires no handling or separation between important terminal points.

Representative OVERSTREET. What percentage of the whole is that, roughly speaking? Have you any idea?

Mr. SHALLENBERGER. I could not give even a rough estimate of it, as it differs so materially on different routes.

Representative OVERSTREET. It is particularly applicable to trunk lines, is it not?

Mr. SHALLENBERGER. It is particularly applicable to the trunk-line routes.

Representative OVERSTREET. There are a number of instances, are there not, where a number of storage cars of second-class mail are hauled considerable distances?

Mr. SHALLENBERGER. Yes.

Representative OVERSTREET. Take, for example, the publications of Augusta, Me. Are they not frequently hauled in storage cars as far west as Cleveland before the car is broken into for separate circulation?

Mr. SHALLENBERGER. That is true, I think, of Augusta publications, when, as in late years, we have been enabled to have the initial separations made by the publishers or at the office of publication.

Representative OVERSTREET. A new mail train has lately been put on from Omaha to the Pacific coast, has it not, that carries a great deal of storage car second-class mail to the coast? I have forgotten which road it is.

Mr. SHALLENBERGER. I am not now familiar with any particular train that is carrying storage-car mail to an extent not previously reported.

Representative OVERSTREET. I may be mistaken about its being recently. Is it not the practice of the service to transport second-class mail wherever it can do so in storage cars for considerable distances, and then to transfer from the storage car to the full railway post-office car, for separation over the wheels by States, and then return the same mail in storage cars for further hauling in storage cars before it is finally distributed by offices?

Mr. SHALLENBERGER. That is the practice to a certain extent; but to a less extent in recent years, for the reason that we have it separated by States before starting.

Representative OVERSTREET. Do you recall the practice in regard to hauling the Ladies' Home Journal, for illustration, to the extreme West and Southwest? It goes in storage cars for a considerable distance?

Mr. SHALLENBERGER. It does.

Representative OVERSTREET. And other large publications in the same way?

Mr. SHALLENBERGER. Quite a number of prominent magazines make their separations by States, and that mail goes in the storage cars solid, or in apartment cars as storage mail.

Representative OVERSTREET. Where those storage cars are hauled for a considerable distance without change of contents, what is the treatment of them by the railroad? Are they hauled immediately following the railway mail cars, or in what connection with the express cars and fruit cars, and cars of special high-class freight?

Mr. SHALLENBERGER. As a rule they follow immediately the mail cars, so that the clerks can have jurisdiction of them and access to them.

Representative OVERSTREET. What is the nature of the attention given storage cars by the clerks?

Mr. SHALLENBERGER. They are charged with the guardianship of all mail, including storage mail.

Representative OVERSTREET. They are simply under their jurisdiction?

Mr. SHALLENBERGER. Under their jurisdiction. The transfer clerks at prominent points must have access to those mails for reasons you have just stated. They take out and put back mail that requires no separation and which has been separated.

Representative OVERSTREET. Would it be practicable, in your judgment, to administer a law whereby the Department would be authorized to contract with and pay transportation companies for purely storage-car carriage of second-class mail at a rate not exceeding the commercial tariff rate exacted for express or high-class freight, which is hauled in the same train with such storage cars?

Mr. SHALLENBERGER. I should not only think it practicable, but I should think it the duty of the Department to see that a railroad company did not charge us more for storage mail carried in a passenger train than it did for express carried in the same train, and I do not believe we do pay more.

Representative OVERSTREET. Do you mean to say, General, that the regular commercial tariff on first-class freight from Augusta, Me., to Cleveland, Ohio, is as high as the Government now pays the railroad companies for transporting storage-car mail between the same points?

Mr. SHALLENBERGER. Oh, no; I do not make such a suggestion as that.

Representative OVERSTREET. I do not say you made the statement. Do I understand you to mean that?

Mr. SHALLENBERGER. No; I do not say that.

Representative OVERSTREET. Then would you regard it as practicable to administer a law that would authorize the Postmaster-General to contract for and pay transportation companies for hauling storage-car mail, for example, between Augusta, Me., and Cleveland, Ohio, for which it would pay the companies at no greater rate for that carriage of mail than its commercial rate on first-class freight between the same points.

Mr. SHALLENBERGER. I understood you to mean the commercial rate as compared to the express rate.

Representative OVERSTREET. Well, express or first-class freight, either. It is hauled in the same train.



Mr. SHALLENBERGER. That is true, but when we approach the railroad companies for a rate that compares with the express rate we are met with the statement that the express rate is a percentage of revenue derived from express matter.

Representative OVERSTREET. That would limit it to first-class freight?

Senator CARTER. Is that true in the main, General?

Mr. SHALLENBERGER. So far as we know, it is true. The percentage of revenue basis of pay compares with certain practice abroad, as for instance, in Great Britain. They pay the railroad companies for all their parcels-post mail on a basis of 55 per cent of the revenue derived from that mail matter. If we should go to the railroad companies and say, "The law of Congress permits us to give you no more for carrying mail which nets 90 cents a pound than for mail which nets us 1 cent a pound," they might infer that we were willing to pay at the same pound rate for second class.

They would probably say, "If you would undertake to make a contract with us, as the express companies do, to give us a certain proportion of the revenue you derive from your traffic, then we will talk to you of very low rates for second class, but we can not agree to carry your high-class traffic, including stocks and bonds and currency, that all the banks are putting into the mail, at so low a pound rate. Nor could we make such an agreement with the express companies. Our agreement with the express companies is that we will take 45 per cent, 48 per cent, or 50 per cent of the revenue they derive from all traffic carried on that train. It includes low-grade traffic and high-grade traffic."

In that view of the case I do not concede to a railroad company the privilege of saying that they are hauling second-class mail in a given train for magazine publishers at a lower rate than they are hauling for the Government, which is a preferred customer, every day in the year. If I can not be convinced that they will carry this low-grade traffic that I tender them as a Government official for the same or less than they will for a corporation, then I apprehend Congress will ask that they do. Now, are they trying to prove that they do?

They may say, "We prove it in this way, as we did with the Postal Commission a few years ago, and we will do it now. We will show that the revenue we derive from the express traffic, compared with the service we render and the lineal feet of floor space we give is considerably greater than the compensation we derive from the mail matter. Therefore we think we can say and should say that you are paying us no more for any class of mail matter than the express people are paying us, because in the aggregate we get more from the express people for all service than we do from the Department."

Hence I say that, analyzed in that way and comparing our rate with the rates the express people pay the companies, we might say are not paying as much on second-class or on first-class mail matter as they are charging the express companies for like traffic.

Representative OVERSTREET. The statement has been made before this Commission that the second-class mail matter has been and can yet be transported by express between the city of Nashville, Tenn., and the city of New York at half a cent a pound; and the man who made the statement stated that the week preceding his

making the statement he had personally shipped 1,500 pounds of his publication from Nashville to New York at that rate.

Mr. SHALLENBERGER. I think that is true.

Representative OVERSTREET. Do you believe it is costing the Government no more to transport by railroad second-class mail between Nashville, Tenn., and New York than half a cent a pound?

Mr. SHALLENBERGER. I believe not, when it is included with the classes of mail matter which go to make up the general contract that the Government has with the railroad companies.

Representative OVERSTREET. I am limiting my inquiry to second-class mail—storage-car mail. Do you believe the railroads are receiving from the Government no more than at the rate of half a cent a pound for second-class mail transported exclusively in storage cars between New York and Buffalo?

Mr. SHALLENBERGER. I do, if we will compare that rate of half a cent a pound, say, with one-fourth or one-third of the revenue we derive from first-class matter as applicable to that class.

Representative OVERSTREET. I am speaking of second-class mail entirely.

Mr. SHALLENBERGER. But they would not make a contract for second class. They never did make a contract with the Government for carrying second-class matter only.

The CHAIRMAN. Our point is, could not the law require them to make a contract?

Representative OVERSTREET. I desire to repeat my original question. Would you regard as practicable the administration by the Department of a statute directing the Postmaster-General to require the railroad companies to transport second-class mail in storage cars, which include the full capacity of the car, at a rate not exceeding the commercial rate of such railroad companies for first-class freight between certain points?

Mr. SHALLENBERGER. I think it entirely practicable, and I should think the other would be a little more practicable, to provide that the Department shall in its weighings of mail matter take note of the proportion of second-class matter that is carried in that way, and that on that proportion of matter a stated rate shall prevail below the present rate applicable to all classes of mail matter. The commercial rate would be a very difficult thing to ascertain, and it would constantly be a question as to the zone rate, what it amounted to, to determine what the commercial rate was; but if the law itself provides that on all routes the rates paid on that class of matter shall not exceed a certain per cent of the rate applicable to other classes, that would be entirely practicable, and we could administer it without any trouble.

The CHAIRMAN. Can you furnish the Commission with information as to what percentage of second-class mail matter would come under such a provision; in other words, what percentage is subject to these storage-car conditions of long haul?

Mr. SHALLENBERGER. If the question could be put in a shape so that we could know what was in the mind of the Commission in the statement "long haul," for instance, it would be better.

Representative OVERSTREET. I can state what is in my mind. The Department now, in the administration of the Railway Mail Service, has transported in storage cars what you call the oversupply of mail, which does not need to be worked immediately either in the compart-

ment car or the full railway mail car; and my thought is that second-class mail in storage-car lots, transported the same distances that the storage car would go ordinarily, between whatever points it might be, might well go at a rate no higher than the same road exacts for first-class matter.

Mr. SHALLENBERGER. That is practical, but I should think I would put it just a little differently. I should state it in this way: That at the time of weighing, the Department shall be directed to take note of the amount or the proportion of mail matter over any given route carried in storage cars unworked, whether it was a compartment car or full storage car, or what not, just so it passed over a route unworked; and on that proportion of mail on that route such reduced rate shall apply.

Representative OVERSTREET. Suppose that mail, at the time the storage car is loaded, were weighed and under this statutory authority the Postmaster-General should pay the railroad company which hauled it exactly upon the weight which it showed at the time. When it goes into the storage car it could be weighed?

Mr. SHALLENBERGER. I think the weighing would be almost impracticable under those conditions, whereas it would be quite as effective in reaching the result, would it not, if the weighers were all instructed to report, and in tabulating the reports, we would ascertain during any given number of days what proportion of the aggregate mail was carried unworked over that route.

Representative OVERSTREET. Do you refer to the quadrennial weighings?

Mr. SHALLENBERGER. To the quadrennial weighings.

Representative OVERSTREET. Then, suppose we would still treat all of it as mail at the quadrennial weighing period, but that proportion of the entire mail which was carried exclusively in storage cars were eliminated and a lower rate applied on a commercial basis. Is that what you mean?

Mr. SHALLENBERGER. I would not like the lower rate to eliminate that car from a passenger train, because passenger trains on a given speed will carry express cars with oysters or any other merchandise, and I scarcely think we would be doing our duty to our publishers if we allowed that class of express matter to go at better speed and under better conditions than we would carry their second-class matter.

Representative OVERSTREET. My question does not contemplate any separation of the storage car from the class of train which is now used.

Mr. SHALLENBERGER. If not, then we could not talk about first-class freight.

Representative OVERSTREET. Why not?

Mr. SHALLENBERGER. Because they will not carry first-class freight in a passenger train.

Representative OVERSTREET. What kind of freight rates are exacted on the transportation of fruits?

Mr. SHALLENBERGER. Perishable fruits go by express, as a rule.

Representative OVERSTREET. What kind of charges are made upon meats in storage cars?

Mr. SHALLENBERGER. The difficulty is that all freight cars are treated in freight yards. They are not treated as express cars and

mail cars, running into passenger stations. They are treated entirely differently. They are treated in freight yards under freight conditions, even the first-class freight, so that it would be impractical and unwise, I think, for us to say that we can treat any class of mail matter with less care and consideration than the express people treat the lowest traffic they carry.

Representative OVERSTREET. I have seen in trains which were made up of express and mail and baggage and passenger coaches, cars loaded with meat.

Mr. SHALLENBERGER. In passenger stations?

Representative OVERSTREET. Yes; they go right through. It is a high class of goods of some kind. It may be express or it may be freight. The same is true with regard to fruits.

Senator CARTER. And fish?

Representative OVERSTREET. And fish also; yes.

Mr. SHALLENBERGER. Will you not find they are by express?

Representative OVERSTREET. I do not know. I am asking you.

Mr. SHALLENBERGER. That is just my impression, that they will not allow any but express cars to come into their passenger stations.

Representative OVERSTREET. Do you understand that express charges upon that kind of transportation are as high as the mail charges?

Mr. SHALLENBERGER. No; I understand that the charges on express matter, as a whole, are as high. The compensation the railroads derive from express matter, as a whole, is as high as or higher than the compensation derived from mail.

Representative OVERSTREET. Do you not believe an authorization to the Postmaster-General to contract with railroad companies, at a considerably less than the regular railway-mail pay, for the transportation of storage cars of second-class matter, is entirely practicable?

Mr. SHALLENBERGER. I think it is practicable as far as the Congressional action is concerned. I can not say what effect it will have upon the service.

Representative OVERSTREET. What detrimental effect could such a contract have upon the service?

Mr. SHALLENBERGER. To this extent: It is optional now with the railroad companies whether they take the service or not. There is no mandatory provision of law regarding a road taking our service.

Representative OVERSTREET. We could make it mandatory by statute, could we not?

Mr. SHALLENBERGER. Not being a lawyer, I am not prepared to speak on that subject.

The Commission thereupon adjourned.

## APPENDIXES.

### APPENDIX No. 1.—*Memorials and supplemental statements.*

(James Maynard, president; William T. Lang, agent; Justin E. Gale, secretary and treasurer.)

BROOKSIDE MILLS,  
Knoxville, Tenn., December 3, 1906.

DEAR SIR: I have the honor to transmit herewith a communication from the committee on postal affairs of the National Association of Manufacturers on the subject of rates of second-class postage. This memorial was prepared after careful consultation of the committee, and it is forwarded with the view of giving your Commission views of representative manufacturers who are not publishers. Mr. Davies is president of Acme White Lead and Color Works, Detroit, Mich.; Mr. Asbury is president of the Enterprise Manufacturing Company of Pennsylvania, Philadelphia, Pa.; Mr. I. H. Page is president of the J. Stevens Arms and Tool Company, Chicopee Falls, Mass.; Mr. Cunningham is connected with the Welsbach Company, Gloucester, N. J., and the writer of this is president of the Brookside Mills, Knoxville, Tenn., manufacturers of cotton goods. We believe that the views we express in the memorial are fairly representative of the views of the National Association of Manufacturers.

On behalf of the committee, I am, very respectfully, yours,

JAMES MAYNARD,  
Chairman.

HON. BOIES PENROSE, *Chairman Postal Commission,*  
Washington, D. C.

NATIONAL ASSOCIATION OF MANUFACTURERS,  
October 29, 1906.

GENTLEMEN: The undersigned, a committee of the National Association of Manufacturers, appointed for the consideration of postal affairs, so far as they appeal to the business interests represented by the association, beg leave to submit the following:

1. Neither the association nor its committee wish to appear to dictate to Congress any policy regarding the postal service, nor to intrude at all into the details of its conduct, a province wholly of the Post-Office Department. The only desire of both association and committee is to offer such suggestions as to proposed measures for change and improvement in the service as appear to them to be reasonable and just to all concerned. Whether these suggestions are timely and pertinent it is within the power of your honorable body to determine.

The National Association of Manufacturers numbers in its membership a wide variety of interests. Every line of business activity in our land is represented. It can not therefore speak for anyone to the prejudice of the others. What it urges must be for the common good. No special privileges are sought or advocated for any class of its membership, and therefore its committee submits its views with greater confidence; that what is asked for is for the advantage of all in the association and the general public as well.

2. It is understood by us that the scope of your inquiry is limited to "the second class of mail matter." We shall therefore confine our memorial to that important subject.

Congress most wisely long ago sought to render it possible for printed matter in periodical form to reach all kinds and conditions of readers with as little expense as possible to them and to its senders and makers. It amounted practically to an invitation to any person to make a periodical, and fixing a charge for carriage and distribution even to the most distant reader so low as to offer every encouragement for the dissemination of worthy knowledge, the rate of charge thus established for such service being very considerably less than the actual cost to the Government. The invitation was accepted with avidity, not only by those whom it was the intention to encourage, but by all who by any technical construction could by any possibility be included in it.

It has resulted that there has grown up a vast number of publications that are in no sense literature and not at all periodical in the intended meaning of the act of Congress. They have loaded the mails with a burden that has become well-nigh insupportable.

Even the most purely periodical literary publications have stretched the limit of the original invitation (act of March 3, 1879, chap. 189, sec. 14) till the most careful scrutiny would hardly recognize the original meaning. Take the daily papers of our cities and larger towns, examine their various "parts," "sections," "additions," and "supplements," and how the provisions of the act of Congress cited and the postal laws and regulations can be construed to include them is well-nigh inexplicable. Even the more sedate and stately character of the great literary monthly magazines is sadly changed by customary usage. The latest issues of four of these aptly illustrate the facts. One contains 160 pages of literary matter entirely proper and strictly of the character contemplated by the act of Congress, March 3, 1879, and its later modifications, and in addition 177 pages of advertising matter bearing no relation whatever to the rest of the publication, except to be bound up with it. A second contains 162 pages of literary matter and 156 pages of advertisements, entirely unrelated, except by the environment of binding. A third has 127 pages of literary matter and 148 pages of advertisements bearing no relation, except inclosure in the same cover. The fourth has 400 columns of matter, of which 174 columns, or 43½ per cent of the whole, are advertisements not germane to the rest. These advertising pages do not claim to be a part of the magazine by the publication itself. They are designated as "The ——— Magazine Advertiser," or "The ——— Advertising Supplement."

All of this advertising matter is carried practically free by the Government, when if printed as circulars it would cost 16 cents per pound, and if upon post cards, \$1.60 per pound. Such surely was never the intention of Congress.

This committee has no means of knowing to what extent the privilege of second-class matter has been taken advantage of by publications intended expressly for advertising purposes. This has undoubtedly been submitted to your honorable body by the Post-Office Department. As business men we have the daily experience of having to throw away quantities of so-called magazines which bear the talismanic legend: "Entered at the post-office at ——— as second-class matter." They are not subscribed for nor solicited by us and are not wanted as "sample copies." Why should the Post-Office Department and its revenues be burdened to bring them to our offices? If the publishers wish us to have them, they should pay for the privilege of taking our time and for the means afforded them in reaching us. In many cases more is paid for lists of names of desired readers than the postage on their publications; and if it is so advantageous to reach the persons addressed, a fair compensation should be paid for the advantage. The Government should not make it a simple matter to tax the time and patience of the business public by cheap advertising matter thrust upon its unwilling notice. In many of our cities and towns advertisers are forbidden to burden the public with their publications by carrying them themselves, or by agents, and leaving them at houses unsolicited; and it would seem that Congress might do equally as well by making it possible to admit to the mails only such matter as the senders are willing to pay a fair compensation to have distributed. This can be done without the charge of discrimination.

The law already prescribes what matter is mailable and what is not. It fixes the price of money orders and the fee for registered letters. In no case when adequate service is rendered does the public complain of its cost.

3. We do not wish to consume your time with personal arguments, nor to burden our suggestions with statistics. The records of the Post-Office Department will afford an abundance of these. The statement of the fact is sufficient that one class of business is allowed to burden the mails with two-thirds of its entire quantity, while it pays but one twenty-fourth of its revenue. It only

needs a moment's thought to conclude that the great bulk of this matter is being carried at great expense to the carrier, for which there is no adequate return. It is puerile to argue as some do that this expense is offset by the great increase in mail matter of the first and third and fourth classes as a result of the advertising matter. The figures do not show it. The whole arrangement is unbusinesslike and would not be tolerated by a private business concern.

After having given the matter much thought, we have deemed it our duty to urge upon your honorable body the recommendation of such legislation as will provide that no matter of the second class shall be conveyed at less than the actual cost of its transmission. By this is intended the cost as nearly as it can be ascertained by the Post-Office Department. The Postmaster-General in his annual report for 1905 estimated this cost at 5 cents per pound. But to be perfectly within reasonable limits, if the cost is 4 cents, in 1905 the revenue from this class of mail matter would have been \$26,000,000, which is more than \$12,000,000 in excess of the postal deficit for that year.

If the revenue from the second class of mail matter was made commensurate with the actual cost of handling it, the question of its limitation and the amendments of existing law would be very greatly simplified or altogether removed.

We have the honor to be, gentlemen, very respectfully,

JAMES MAYNARD,  
WM. L. DAVIES,  
C. W. ASBURY,  
I. H. PAGE,  
J. A. CUNNINGHAM,  
*Committee.*

HON. BOIES PENROSE (CHAIRMAN) AND MEMBERS OF POSTAL COMMISSION.

#### BRIEFS AND POINTS ON BEHALF FEDERATION OF TRADE PRESS ASSOCIATIONS IN THE UNITED STATES.

The committee of Federation of Trade Press Associations in the United States: Charles J. Root, Dry Goods Economist, New York, chairman; W. L. Terhune, Boot and Shoe Recorder, Boston; A. H. Lockwood, Hide and Leather, Chicago; David Williams, Iron Age, New York; James H. McGraw, American Machinist, New York.

The Federation of Trade Press Associations consists of American Trade Press Association, New York; New England Trade Press Association, Boston; New York State Association of Class Papers, Buffalo; Chicago Trade Press Association, Chicago; St. Louis Trade Press Association, St. Louis; Southern Trade Press Association, Atlanta; Northwestern Trade Press Association, Minneapolis; Wisconsin Trade Press Association, Milwaukee.

The officers are: President, John A. Hill, American Machinist, New York; vice-president, J. Newton Nind, Furniture Journal, Chicago; secretary-treasurer, Henry G. Lord, Textile World, Boston. The executive committee is E. C. Brown, Progressive Age, New York; H. V. Jones, Commercial West, Minneapolis; C. K. Relfsnider, Farm Machinery, St. Louis; H. E. Harman, Modern Miller, Atlanta.

#### RECOMMENDATION OF THE FEDERATION.

The Federation of Trade Press Associations in the United States at its meeting at Niagara Falls, N. Y., September 18, 1906, appointed Charles T. Root, W. L. Terhune, A. H. Lockwood, James N. McGraw, and David Williams a committee to appear before you, and approved the following resolutions as a syllabus of instructions to said committee:

#### RESOLUTIONS PASSED BY FEDERATION OF TRADE PRESS ASSOCIATIONS.

*Resolved*, That the Federation of Trade Press Associations of the United States favors the enactment of a new postal law to govern matter of the second class.

That we regard the present law as antiquated and inadequate and recommend that it be supplanted by a new law that will be simple, clear, and specific, and that will also obviate as much as possible the necessity for rulings by Department officials.

That we consider the present law unjustly discriminates in favor of weekly publications, as against fortnightly, monthly, quarterly, and other publications in that the latter must have stamps affixed to copies mailed to subscribers in their cities of publication.

That we are in accord with the existing regulation denying admission to or retention in the second-class mail of publications having "nominal subscription rates."

That publishers should under no circumstances be permitted to mail papers at the second-class rate to subscribers who are more than one year in arrears, or to subscribers who pay less than 50 per cent of the published price, whether through premiums, combination offers, or other methods.

No samples should be circulated at second-class rates, but may be carried at rates charged for other printed matter.

That a more perfect system of inspection of subscription lists and accounts of publications by the postal authorities be devised with a view to providing uniformity of administration of the laws at all the post-offices of the country.

We favor the retention of present second-class rate for legitimate paying subscribers, regular advertisers, and exchanges.

#### BRIEF OF POINTS ON BEHALF OF THE FEDERATION OF TRADE PRESS ASSOCIATIONS IN THE UNITED STATES.

1. The second-class mailing privilege should be confined to copies of publications sent to actual paid subscribers, and that sample copies should be mailable at the third-class rate. We contend that the statutes relating to mailable matter of the second class were originally designed to benefit the subscriber and not the publisher, but omitted specifically to restrict or prohibit publishers from mailing unlimited numbers of sample copies. This unfortunate omission presented an opportunity for publishers not merely to mail sample copies to prospective subscribers, but to create large fictitious circulations. For a quarter of a century sample copies have been mailable as second class, and publishers in the stress of competition have ignored where they have not forgotten the original intention of the law.

2. The abuse of the second-class mailing privilege would cease or be reduced to inconsiderable proportions if the present law were reworded and reenacted so that its letter would properly express its spirit. The framers of the existing statutes never contemplated the mailing of thousands of tons of periodicals to persons who had not asked to have copies sent them. The sample copy is the fruitful mother of abuses, and reform of the second-class mail may well begin and end with its exclusion. With the elimination of the sample copy the law would be restored to its original intention, and much of the present necessity for espionage and censorship would cease.

3. There should be a provision compelling publishers to route their second-class mail so as to save handling at the post-office, each issue to be accompanied by a statement signed by the publisher showing such routing and declaring that the papers are addressed only to subscribers, as provided by law. A severe penalty should be imposed for the falsification of publishers' statements.

4. The Third Assistant Postmaster-General should be relieved of the necessity of censorship of the quality, character, or make-up of papers entered or applying for entry to the second-class mail. The only test should be: Is the paper regularly issued from a known office of publication? Has it a bona fide list of subscribers? We do not attempt exact phraseology, but suggest that bona fide subscriptions evidence the desire of subscribers to buy and read and not the anxiety of publishers to create inflated circulations.

5. Trade papers have become powerful factors in trade and commerce. We are living in a commercial age, and it does not seem inappropriate that a Government that has created a great Department of Commerce and Labor should carry periodical trade literature at the rate of 1 cent per pound. Almost every industry has its technical journals, and they prosper only as they render valuable service to their constituencies.

6. This is an age of specialization, and the trade journal is a highly specialized publicity. It is sometimes thoughtlessly charged that our papers carry too much advertising, but it should be remembered that trade papers differ radically from magazines and daily papers. Trade-journal advertising is a necessary medium of communication between the manufacturer, jobber, and retailer. Trade-journal readers buy in quantities to sell again. The magazine reader may or may not be a buyer, but the subscriber to the trade paper must buy or he can not sell.



7. If deprived of the second-class privilege the weaker trade journals would be forced out of existence, while the larger journals would increase their subscription rates. It is important that the subscription price of the trade journal shall continue to be within the means of the small, struggling manufacturer and merchant and of superintendents, foremen, clerks, and young men who are preparing to go into business for themselves.

8. The educational value of the trade journal is inestimable. In most of the great industries there are no trade or industrial schools. We are behind England and Germany in this respect. Technical education in the United States is almost exclusively confined to the columns of the trade press. Our papers are practically the only medium for the interchange of technical opinion and the publication of the results of experience and research in manufacturing.

9. The prices that trade-journal properties command indicate their commercial value. On the authority of a gentleman who has made a business of dealing exclusively in periodical properties, it may be stated that two trade journals have been sold—one for \$400,000, the other for \$500,000. Several others could be named of equal value. One well-known journal, published in New York, could not be bought for less than \$1,000,000. And one of the most significant things in this connection is that the greater part of these market prices is represented by an intangible asset—good will. This is by far the largest item in the inventory, and its value is recognized and conceded. The fact that such an asset can and does command such a price speaks eloquently of the standing, the worth to the commercial world, of the trade journal.

10. A deficit is not necessarily fatal to the desirability of a branch of governmental activity. The Federal courts, the State Department, the Coast Survey, and the Post-Office all show deficits, but each in its way safeguards or enriches the nation. It was never supposed by Congress in passing the act of 1879 that 1 cent per pound would prove a paying price for the transmission of mail matter of any class. The second-class privilege was an avowed encouragement to the dissemination of printed matter for the benefit of the whole people. The widely scattered sections of this country dress, eat, read, buy, and think approximately alike, can work in sympathy and be governed from one center, mainly because of the universal and prodigal interchange of ideas and information rendered possible by the liberal terms of the second-class mail law.

11. The Department should not consider the cost of handling second-class matter by itself alone, but should also consider its effects on first-class matter, which is acknowledged to be the source whence the Department makes its profits and derives its income. Many successful businesses are run in the same way. Grocers sell sugar and printers conduct composing rooms at cost or less. The same may well apply to the Post-Office Department. No intelligent and well-informed man can claim that second-class matter, if taken by itself, is carried at anything but a loss; but second-class matter, and particularly the advertising in the papers throughout the country, is the greatest producer of first-class matter of any single agency in the country. It is the one great factor which enables the Department to have such a small deficit, and we do not hesitate to say that 50 per cent, if not more, of the revenue from first-class mail in these United States is the direct result of advertisements in the papers.

Respectfully submitted.

A. H. LOCKWOOD,  
Chicago, Ill.

*To the Honorable the Members of the United States Postal Commission:*

GENTLEMEN: As one of the committee appointed by the Federation of Trade Press Associations in the United States to appear before your Commission, in connection with the enactment of new postal laws, and as a publisher of twenty-five years' uninterrupted experience, during which time I have been instrumental in bringing to life one of the most influential trade publications, representing the third largest industry in the United States, I desire to state that from observations of the past year or more I believe that all fair-minded trade press publishers are in favor of the enactment of new postal laws that will be uniform throughout the country, and also be so simple that publishers will understand them and live up to their requirements. Personally, I believe in prohibiting sample copies to a minimum, and certain restrictions on expiring subscriptions. I would agree to a sixty-day limit. We also hope that a new law will be so framed that the same arrangement that applies to Chicago will apply to New

York, and what is law in Boston will be law in Philadelphia. As the first president of the New England Trade Press Association, and now one of its executive committee, as a member for many years of the American Trade Press Association of New York, also a member of the Chicago Trade Press Association, I desire to call to your attention the importance of the trade press.

There are now published in the United States about 800 trade journals. It is estimated there are employed in bringing out these publications about 12,000 mechanics, male and female. It is estimated that these people receive in wages about \$11,000,000 per annum: the amount paid for office salaries is estimated at \$3,000,000, and for supplies, etc., such as paper and other materials, \$15,000,000 per annum, making a total of \$29,000,000. To this, however, must be added a distribution of the amount received by these publishers for rentals and other expenses which finds its way finally into the hands of the purchasing public. The increase of second-class postage to these publishers would be so harmful that, in my opinion, it would eventually destroy nearly one-half this industry. Can you afford to go on record as recommending such? If the second-class rate was increased to 4 cents per pound, a publisher now paying \$3,000 per annum for second-class postage would be forced to pay \$12,000, an increase of \$9,000. This would, in many cases, wipe out the entire profit to the publisher and force him to suspend business. The deficiency in the Postal Department is, no doubt, brought about as follows:

First. The franking privilege allowed the Government, whereby a cannon can be transported from New York to San Francisco as mail matter, also army and other supplies sent by the Government in this manner, thus taking advantage of the above privilege.

Second. The franking privilege allowed to Government officers, Senators, Congressmen, and others, whereby millions of documents are printed at the Government Printing Office that never see the light of day; speeches that are never delivered in Congress, nor the Senate, and the sending of tons of such matter free by mail, largely for political purposes. The output of the Government Printing Office is practically carried through the mails and is one of its heaviest burdens. Then again it has been said by others that the greater part of this is an absolute waste of the people's money, and if a curtailment were made in this direction there is no doubt but what there would be a much less deficiency in the Post-Office Department.

Third. The rural free-delivery system, which has not yet been reduced to a paying basis, but will no doubt reach that point as time advances. I am a firm believer in this departure of the postal department, and also believe it has done much to increase real estate values, as my attention was only recently called to a farm at Milford, N. H., which some time ago was offered at \$1,800 and was recently sold for \$2,900 on account of the advantages now enjoyed by that section through the rural free delivery. While it is known these rural routes do not pay their own way, yet they do, however, create a large amount of first-class postage on which there is a handsome profit.

The trade press is one of the most successful business builders in the country. I can demonstrate to you the sales of millions of dollars' worth of goods, not only domestic, but many to foreign countries, through the medium of the trade journal. I believe I can go back during the past twenty-five years and show you letters that have been published by me in the Boot and Shoe Recorder from firms illustrating where their advertisements have brought them thousands and thousands of dollars worth of orders. Let me give you two illustrations: On Tuesday, October 2, I took the Fall River Line from Boston to New York to appear before your Commission. After dinner I passed out to the smoking room and was approached by a shoe salesman with whom I was acquainted. He remarked to me: "Mr. Humphrey is aboard." I asked "What Mr. Humphrey?" He replied, "Mr. Herbert Humphrey, of Humphrey & Paine, shoe manufacturers, Marblehead, Mass." I told him I had never met Mr. Humphrey, although he was one of our advertisers for a number of years. Just at that moment Mr. Humphrey came in sight and I was introduced to him. He turned to the gentleman introducing me and said: "Did you say this was W. L. Terhune, of the Boot and Shoe Recorder?" I informed him I was that person. He then grasped my hand and said to the salesman: "Here is the man that has placed me on the map. Eight years ago when I started in manufacturing shoes I had a capital of \$500. One of Mr. Terhune's men brought my attention to the Boot and Shoe Recorder, and after a long argument induced me to take up a line of advertising. I knew that the contract I was giving him amounted to nearly the amount of capital I had invested in business,

but I was so impressed with his arguments that I accepted the proposition. The result was that when I started on a Western trip and entered a wholesale house or retail store and presented by card I was immediately informed that I was known to them through my announcements in the *Boot and Shoe Recorder*."

I was already introduced and as I had abundance of pluck, this enabled me to sell my goods, and to show you how I stand to-day (here Mr. Humphrey placed his hand in his pocket and taking out his check book) here is a stub from my check book showing that yesterday I paid my partner, Mr. Paine, \$50,000 in cash for his interest in the business. Once more I want to say that had it not been for the *Boot and Shoe Recorder*, I do not believe I would be in business to-day."

Another instance that was brought to my attention was a letter that I received from Charles M. Wyman, manager of the shoe department of I. H. Thiedlock Department Store, at Sidney, Ohio. Under date of September 6, when renewing his subscription, he said: "One of the principal reasons that I renew my subscription is that the advertising pages of the *Boot and Shoe Recorder* are the very best guides a buyer can procure. I purchase at present all the shoes for the shoe department I manage from advertisers in the *Boot and Shoe Recorder*. I found that I could save money by sending for samples or having a salesman call. If something new is out, I get it from the *Boot and Shoe Recorder*. In fitting up our department anew we patronized five of the *Recorder's* advertisers."

This has all helped to make a greater demand for first-class postage, showing a handsome profit to the Government.

Second-class rates were created for the benefit of the masses, to give an abundance of reading matter, which has proved an education to the American people; moreover, it has brought before the great purchasing public the announcements of houses representing industries amounting to millions of dollars, and thus producing a great increase in the business of these industries of the country, the employment of labor and an immense increase to first-class postage, which is profitable to the Government.

About a week before the Commission opened its session, I received a telephone message from a representative of Boston Typographical Union, No. 13, asking me if it were my intention to appear before your honorable body. I informed him that I had so arranged. The day before I left Boston I was waited upon by a committee from the said Typographical Union, and handed the following resolutions, adopted by them at a recent meeting:

"Whereas a Congressional Commission has been appointed to investigate and report to Congress by bill or otherwise findings and recommendations regarding the second-class of mail matter.

"Whereas an increase from the present rate of 1 cent per pound to 4 and possibly 8 cents per pound on second-class postage has been recommended to offset a postal deficit:

"*Resolved*, That Boston Typographical Union, No. 13, records its emphatic protest against proposed increase, believing it would prove injurious to thousands of publications, result in many men and women in the printing, publishing, and other crafts being deprived of employment, reduce wages, cause general distress, and place serious obstacles in the path of literary progress and advancement of the arts, sciences, and the higher education of our people, so materially encouraged and helped by publications covering practically all lines of human endeavor.

"*Resolved*, That the executive council of the International Typographical Union be requested to take this matter up at once; that our delegates to the State branch, American Federation of Labor, advocate action favorable to the spirit of these resolutions by the convention of the American Federation of Labor at Minneapolis, Minn., November 12, 1906, and instruct its legislative committee to appear before the Postal Commission at Washington in opposition to added postal tax upon newspapers, magazines, periodicals, and other publications entitled to privileges of this class.

"*Resolved*, That a copy of these resolutions be sent to newspapers and publications in the United States, with the request they be given widest publicity.

"*Resolved*, That we urge the cooperation of the American people in efforts to prevent increase in second-class postal rates.

"DAVID X. COUGHLAN, *President*.

"THOMAS M. NOLAN.

"STEPHEN L. GEORGE."

Now, gentlemen, I do not know whether in the deliberations before you, you realize what the increase in second-class rate of postage means to the masses. Not only many trade papers, but many publications, will be forced out of business. Thousands of mechanics, both male and female, will be thrown out of employment, and I firmly believe that a change from the present rate of 1 cent a pound would prove disastrous to the business interests of the country.

Respectfully submitted.

W. L. TERHUNE.

(Mr. Terhune is president of the Boot and Shoe Recorder Publishing Company, Boston; ex-president of the New England Trade Press Association; director of the New England Trade Press Association; member of the American Trade Press Association of New York; member of the Chicago Trade Press Association; and one of the committee selected by the Federation of Trade Press Associations in the United States to appear before the United States Postal Commission.)

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[President, John MacDonald, Topeka, Kans.; vice-president, Henry G. Williams, Athens, Ohio; secretary, C. F. Patterson, Indianapolis, Ind.; treasurer, S. Y. Gillan, Milwaukee, Wis. Executive committee: C. W. Bardeen, Syracuse, N. Y.; Harlan P. French, Albany, N. Y.]

#### EDUCATIONAL PRESS ASSOCIATION OF AMERICA.

*To the Postal Commission, Holland House, New York City.*

GENTLEMEN: The members of the Educational Press Association of America are opposed to any increase in the rate of postage on regular editions; also to the taking away of the privilege they now have of sending out a reasonable number of sample copies at second-class rates; and to the withdrawal of the right to give credit a reasonable length of time to subscribers who are unable to pay.

An increase in postage means an increase in the subscription price of papers, and this, of course, must be paid by the subscriber.

Usually when subscriptions expire, it is the wish of the teacher that the subscriptions continue, and no law should prohibit the publisher from carrying such subscriptions a reasonable time.

Educational periodicals have more difficulties to meet than any other class of journals. Thousands of persons leave the teaching profession for other occupations every year, and when they leave their subscriptions cease.

Teachers are paid low wages, and are employed only from six to nine months each year. Many of those whose names are on our rolls receive but from \$25 to \$40 per month.

It is necessary to give credit to teachers, for many of the subscriptions are taken during the summer, when normal institutes are in session, when no money is earned by the teacher, and living, institute, and other expenses have to be paid.

Yours, respectfully,

JOHN MACDONALD,  
*President Educational Press Association of America.*

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[From Dr. A. E. Winship, editor Journal of Education, Boston.]

GENTLEMEN OF THE POSTAL COMMISSION:

I desire to make a statement as to the rank injustice that will be done the teaching profession if added burdens are placed upon the publishers of educational journals.

No profession needs such literature so much as the teaching profession. The pay received by two-thirds of the teachers is less than \$1 a day by the year. Such teachers can not afford to prepare themselves for teaching in advance. They might get help from week to week or from month to month; they can not keep many books, and, if they could, a book only gives aid in one direction, while educational papers cover the whole range of their needs at a trifling cost.

Other professions are in centers of population where the libraries, lecturers, and literary comradeship are possible. Nearly one-half of the teachers of the United States are away from the centers, away from libraries, lectures, and

literary comradeship. They need—they must have—the tonic and inspiration of regular professional communication with the outside world. There is not an educational-journal publisher who out of his journal, pure and simple, is making more than a comfortable living. Any added burdens placed upon him will bear directly upon the teachers. Either he will give less than more for the money or the teachers must pay more. At any rate, they will get less for their money than now, therefore they will have less to give the children, so that it will come out of the children. You will mortgage the next generation to save a mere pittance to-day.

The Post-Office Department is not a business proposition; it is an indispensable service to the public, and the public must be served whether the post-office pays or not. We send a letter to the farthest backward man for as little money as we send it to the thickly settled city. It is a question of service. To save a few pennies by reducing the efficiency of the schools would violate every principle of Americanism. I especially desire to indorse a letter which Mr. John MacDonald, of Topeka, Kans., has sent to your committee.

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#### STATEMENT OF THE SOUTHERN AGRICULTURAL PRESS LEAGUE.

MR. CHAIRMAN AND MEMBERS OF THE POSTAL COMMISSION: In the case of the Post-Office Department against existing statutes in relation to the second class of mail matter, as presented by Mr. Edwin C. Madden, Third Assistant Postmaster-General, in New York City, October 1, we desire to say:

If you find laws on the statute books respecting the second class of mail matter which are impracticable and nonenforceable, or which to be properly enforced require irritating and humiliating espionage over the publishing business, then it would seem clearly the duty of Congress to replace those laws with a statute free from those conditions, and which can be enforced. A new law governing the second class of mail would not necessarily impose any new or additional burdens upon publishers. On the contrary, it should so clearly define the rights of publishers that they nor the post-office officials could go wrong in construing it, and obviate all friction. This is what we understand the postal officials desire; a law which can be administered without embarrassment or friction. Postmaster-General Smith said:

"But above and beyond all these measures of progress, which experience and intelligence are working out, is the redemption of the special concession, which Congress granted for a distinct and justifiable public object, from the fungous growths and the flagrant evils that have fastened upon it." (Statement E. C. Madden, p. 12.)

In speaking of the opposition of publishers to any postal-reform laws, Postmaster-General Smith said:

"Their opposition rested upon a misconception. It was founded on a fear that the remedy proposed was aimed in part at some legitimate publications of the second class, and that it would deprive them of the privileges which the existing law intended they should possess. It was not sought to change the policy of the existing law or to abridge the privileges it conferred upon regular and legitimate publications for the dissemination of public intelligence. It was only sought to cut off abuses." (Statement E. C. Madden, p. 13.)

We are in full accord with the sentiments expressed by the authority quoted above by Mr. Madden.

The question of whether second-class matter is on a cost-paying basis is of secondary importance. That is a matter of public policy, and should not be confused or considered with the more important matter of clearing the statute books of laws unsuited to or inadequate to meet the present conditions.

If the Commission takes this view of the matter and addresses itself to the task of ascertaining what new act may rectify existing deficiencies, making the postal law as it relates to second-class matter clear and easy of administration without imposing new hardships on publishers, it will, in our opinion, have performed a public service of great magnitude.

Under whatever plan or line of procedure the Commission may act, whether the present laws are to be passed on and construed, or whether a new one be suggested to take the place of the old, it will likely be found expedient to consider the purpose and intent of Congress in enacting the present laws, and also to consider how that purpose may be carried out without friction and with justice to all interests.

In enacting the laws of 1879, 1894, and 1900, pertaining to the second class of mail, it was undoubtedly the intention of Congress to give to the classes of publications which those acts undertook to describe a low rate of postage without regard to whether it would pay the cost of carriage and handling.

It was the opinion of Congress that the benefits to the whole country, mainly from an educational point of view, would more than compensate for any deficit which might arise from the low rate. The correctness and wisdom of that view has been verified, and there is now no sufficient reason for Congress to reverse that opinion and practice and require a higher rate on the classes of publications intended to be embraced in those acts. We do not find in the statement of the case any evidence to prove that the second class of mail is being carried at a rate less than cost. No figures are submitted to show that it is, and in examining carefully all the statements of Postmasters-General quoted we fail to find any recommendation that the rate on legitimate publications be increased. The public, which pays the bill and receives the benefits, does not demand it. No business interest demands it. The public is satisfied, and the Post-Office Department ought to be.

The statement submitted by Edwin C. Madden, Third Assistant Postmaster-General, makes it apparent that the postal laws relating to second-class mail are difficult of administration on account partly of the great latitude of interpretation possible of some of the terms and sentences employed in the acts and the ingenuity of persons desiring improperly to take advantage of the second-class rate.

To remove that difficulty the Commission may suggest a new act, more accurately defining newspapers, periodicals, subscribers, etc., the requirements for entry to the second class of mail, and their rights of entry. With the view of aiding the Commission, in case that idea is pursued, we submit the following suggestions:

Second class of mail shall embrace newspapers and other periodicals conforming to the following specifications and conditions:

1. Issued from a known office of publication at stated intervals as frequently as four times a year.

2. Bearing a date of issue and be numbered consecutively.

3. Originated and published for the dissemination of information of a public character not inimical to the public good.

4. Publishing intelligence of current events, articles of a literary or educational character, articles concerning the sciences, arts, religion, special industries.

5. Not designed or published primarily or principally for advertising some special business firm or enterprise or institution (except as authorized in paragraph 6).

6. Issued from a known place of publication at stated intervals and as frequently as four times a year by or under the auspices of a benevolent or fraternal society or order organized under the lodge system and having a bona fide membership of not less than 1,000 persons, or by a regularly incorporated institution of learning, or by or under the auspices of a trades union, and all publications of strictly professional, literary, historical, or scientific societies, including the bulletins issued by State boards of health, shall be admitted to the mails as second-class matter, and the postage thereon shall be the same as other second-class matter and no more.

7. Issued from a known place of publication at stated intervals, as frequently as four times a year, by State departments of agriculture shall be admitted to the mails as second-class mail matter: *Provided*, That such matter shall be published only for the purpose of furthering the objects of such departments.

8. Having a list of bona fide subscribers—a bona fide subscriber being a person, firm, or corporation who receives a publication from the post-office or a carrier, having paid for it or assumes the obligation to pay for it, or to whom it is sent through the courtesy of another who has paid or assumes the obligation to pay for it.

9. Formed of printed paper sheets, without board, cloth, leather, or other substantial binding, such as distinguish books from periodicals.

10. The right of entry to be based upon the contents and physical character of the publication as presented for entry, and subsequent issues or numbers to conform substantially to that size and character. Size in this case refers to the dimension of the sheets and not to the number of pages.

[NOTE.—E. C. Madden, page 21, says: "A publication offered for entry may comply with every requirement of the statute, and no sooner is the privilege

secured than it develops into an abuse." We suggest that when the character changes cut off the privilege.]

11. Sample copies of publications described in foregoing paragraphs mailed to others than bona fide subscribers to be prepaid in the same way second-class mail is paid, but at the rate of 2 cents a pound.

We submit the foregoing as an outline for a revision of the present statutes. Proceeding along the line of these suggestions we are of the opinion the Commission would have no difficulty in framing a new law entirely adequate to overcome all the difficulties complained of by the Post-Office Department in its statement of the case. Publishers can be required to submit, with their application for entry, evidence of the genuineness of their subscription list. Inclosures of any character whatever can be excluded. Free county circulation may properly be abolished, for there does not appear to be adequate reason for its continuance.

It is apparent that express companies quote a lower rate to publishers for transporting newspapers and periodicals than the railroad companies charge the Government for the same service. It occurs to us that it is eminently proper that the Government should have the privilege of availing itself of the use of said express rates in forwarding second class of mail matter whenever its tonnage justifies or demands it. Were the Government to adopt this course the congestion of mail, as complained of by Mr. Madden, would be greatly relieved and the efficiency of the service impaired but little if at all.

At the previous sessions of the Commission arguments were presented by representatives of various publishing interests, covering practically every aspect of the matter under consideration. For that reason we deem it unnecessary to go into a full discussion of all the numerous points raised. Having entire confidence in the judgment of this Commission we submit the foregoing with the belief that whatever recommendation it sees fit to make will be along the line of fair and equal treatment of all classes of legitimate publications.

Respectfully submitted.

B. MORGAN SHEPHERD,  
*Richmond, Va.*

WILLIAM COOKE,  
*Chattanooga, Tenn.*

*Committee, Southern Agricultural Press League.*

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[Established 1888. California Fruit Grower, San Francisco and Sacramento, Cal. Howard C. Rowley, managing editor. Address all communications to P. O. box 342, Sacramento, Cal. Business office, 824 J street.]

SACRAMENTO, September 27, 1906.

DEAR SIR: As secretary of the National Agricultural Press League, there is a matter in connection with the coming postal hearing in regard to second-class matter which I want to draw to your attention in case the matter is not already being considered by your organization, which, however, may be the case. It comes to my mind particularly at this time in view of recent experiences in San Francisco, and has proved a matter of considerable annoyance to San Francisco publications following the late disaster there.

I have reference to the lack of facility provided by the present postal law for a change of mailing point for second-class publications. The law as it stands does not provide for any transfer in the case of change of post-office for mailing, but requires the entire formula and system to be gone through with that would be entailed on a new publication. In other words, San Francisco publications that were, of course, forced to print elsewhere, following the fire there, and some of us for a considerable period of time in place of being allowed where the publication was in good standing at the post-office of issue, a transfer to some other point on the request of postmaster at original point and acceptance by postmaster of the new location, it is necessary under the present law to file a new application for admission to the mail as second-class matter and go through the entire formula and technicalities required of a new publication. This seems to me to be a matter that requires remedying and should be easily handled and without detriment to anyone. Any publication in good standing at its own post-office, it seems to me, should be entitled to transfer in case of necessity, or otherwise, to enable it to mail through some other post-office, either temporarily or permanently, without all the blanks and per-

mits and requirements of an absolutely new publication, and particularly in cases like the disaster at San Francisco, where it was easily apparent that there were no facilities for getting out work there, and publications could not be mailed from San Francisco post-office except they were brought in from the outside, and it does not appear to the writer why transfer permission could not be granted for them to be mailed at other points without delay, expense, and red tape. If your people have not this on their docket for bringing up before the Postal Commission meeting it might be as well to think the matter over.

Thanking you in advance for the courtesy of your attention, I remain,  
Very respectfully,

H. C. ROWLEY, *Editor.*

JOHN M. STAHL, Esq.,  
*Chicago, Ill.*

[The Agricultural Southwest. The C. I. Reed Publishing Company, 410-12-14 E. William street.]

WICHITA, KANS., *October 30, 1906.*

DEAR SIR: I have been much interested in the progress of the second-class mail matter commission. I herewith inclose you some clippings from the *Price Current*, a commercial paper of which I am the editor.

No doubt you are aware that long before the Commission was appointed, I interested myself in the matter of urging upon Mr. Cortelyou the necessity of a revision of the existing laws so as to make more easy the work of the Department in passing upon publications entitled second-class rates. At the meeting of the Nebraska Press Association as a member of the resolutions committee, I formulated resolutions recommending that Congress be urged to amend the laws pertaining to the second-class matter as to more clearly define just what character of publications should be allowed entry. In those resolutions was set forth the necessity of a change on account of the great loss sustained by the Department in carrying papers that were designed for advertising purposes solely—such papers as *Comfort*, and hundreds of others of its class that are published and distributed at so small a sum as to not pay for the blank paper upon which they are printed, and barely sufficient to pay the postage at 1 cent a pound. The second-class subsidy was purely designed for the benefit of the American people in an educational way, affording a means of disseminating such news and information as would advance along educational lines, and would improve the standard of American citizenship. A large class of papers that are now enjoying second-class rates serve no good purpose in this manner. They are of low literary order, and an examination of their advertising pages will show that they are of that class that subsist upon money received for advertising from concerns that give the Postal Department considerable trouble in the way of issuing fraud orders.

Their pages are filled with advertisements of quack doctors, patent nostrums, fortune tellers, clairvoyants, fake mining investments, and a catch-penny class of business that receives support from the unsophisticated of the country.

It is these classes of publications that cause a heavy loss to the Government annually and serve no good purpose. These are the publications that are used by the large mail-order houses to circulate advertising matter that should pay third-class rates.

Another matter pertaining to the second-class privilege and one which is worth a careful consideration is the practice that has grown up of supplying publishers, free of all cost, with so-called magazine supplements, which are supported entirely by mail-order houses and general advertising. It appears that the present laws make plain that this is a violation of postal regulations, and rulings of the Department apparently allow this, and I understand the construction placed upon the present laws by the United States Attorney-General sustains the use of these supplements upon technical grounds. While it may be advisable to place restrictions about the class of supplements that should be allowed to go out with regular publications, it would be well to consider that at times the occasion justifies the distribution of supplements that are not issued for advertising purposes. For instance, such supplements as are issued by different newspapers containing the messages of the President, extracts from public documents, and the like. Should there be any matter taken up regarding the supplement, it would be well to make provision for the allowance of such supplements last referred to being included as regular.



As to the increase of postage upon second-class matter above the present rate. I believe it would ultimately result in injury to the masses and would tend to retard enlightenment. It would be advisable to limit advertising pages to newspapers and magazines—that is, the Sunday issues of the daily newspapers should carry a proportionate amount of news matter to the advertising printed, and the same with all other publications enjoying the second-class privilege.

You will remember me as the city editor of the Helena Daily Journal in 1889, and until 1894 the managing editor of the Anaconda Standard. I would be pleased to hear from you, and I am anxious to do all in my power to assist in arriving at results that will be beneficial to the Department and to the legitimate newspaper publishers and fair to the people.

I am the editor of the Price Current, also the Agricultural Southwest.

Yours, very truly,

D. M. CARR.

Hon. T. H. CARTER.

Washington, D. C.

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[Farm Journal, Wilmer Atkinson, editor.]

PHILADELPHIA,

1024 Race street, October 6, 1906.

MY DEAR SIR: I desire to modify my answer to the question propounded by you to me the substance of which was, "Do you think any harm would come from raising the rate of postage to 2 cents per pound?" My answer in substance being that it might do no great harm.

In this answer I had my own paper more in mind than others; and in considering the matter more carefully, and from a standpoint of many periodicals that were not then in my mind, I now say that such an increase would do harm to a vast number, and serious, destructive harm to many.

I will thank you to have this modification entered upon the minutes of your proceedings.

Believe me, very respectfully, yours,

WILMER ATKINSON.

Hon. THOS. H. CARTER,

Helena, Mont.

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[The General Council Press, Philadelphia, Pa. The Board of Publication of the General Council of the Evangelical Lutheran Church in North America (incorporated), publishers and booksellers. Rev. William Ashmead Schaeffer, D. D., president; Rev. S. A. Ziegenfuss, D. D., secretary; Prof. Samuel P. Sadler, Ph. D., treasurer; Chas. B. Opp, business manager.]

THE GENERAL COUNCIL PUBLISHING HOUSE.

Philadelphia, 1522 Arch street, November 8, 1906.

GENTLEMEN: In view of the act of Congress in the appointing of a commission to inquire into and report to Congress its conclusions on the operation and effect of the existing law relative to the second class of mail matter, and what changes, if any, should be made, so far as it affects us, permit us to make the following presentation:

First. The board of publication of the general council of the Evangelical Lutheran Church in North America is a corporation formed for the purpose of printing and publishing religious books, papers, and periodicals in connection with the charitable, educational, and missionary undertakings of the general council of the Evangelical Lutheran Church in North America. It is managed by a board of managers elected biennially by the said general council, who serve without compensation. The general council of the Evangelical Lutheran Church in North America is a body representing a communicant membership of between 400,000 and 500,000 distributed over the whole of the United States, among whom the literature published by its board circulates.

Second. The corporation has no capital stock and is not formed for the purpose of profit. All the gains and profits of the business are used for the benefit of the charitable, educational, and missionary undertakings of the general council as it may designate from time to time.

The publications of said board are as follows: The Lutheran, weekly; The Lutheran, monthly; The Foreign Missionary, monthly; The Home Missionary, quarterly; The Lutheran Church Review, a quarterly magazine. Also the following Sunday-school periodicals: Young Folks, weekly; Teachers' Scripture Lesson, quarterly; Scholars' Scripture Lesson, quarterly; Pocket Lesson Leaf; Bible Story (teachers'), quarterly; Bible Story (scholars'), quarterly; Bible Readings, quarterly; Bible History (scholars'), quarterly; Bible Scenes, quarterly; Bible Biography, quarterly; Bible Teachings, quarterly; Bible Literature, quarterly; In Wonderland, quarterly; In Workland, quarterly; In Pictureland, quarterly; Sunbeams, semimonthly; Sunshine, semimonthly; Sun-rays, quarterly; Sonntagschul-Lektionsblaetter, quarterly; Sonnenstrahlen, quarterly; Kinderblaettchen, semimonthly.

All of the foregoing publications have an educational character in the best sense, and are issued with a view of bringing up the young people to become reputable citizens. Good government depends upon good citizenship, and upon this the continuance of a republican form of government rests. Remove the influence which the church exercises upon our citizens and the whole fabric will fall. Appealing, as these publications do, to the better instincts of human nature, their circulation is necessarily restricted.

Our business was established and subscription rates fixed under the present law and its conditions. Should there be an increase in the rate, we would be obliged to add to the subscription price, thereby creating dissatisfaction and hardship among our subscribers, and very likely cutting down the circulation lists. These are largely among the common people. The mechanic, the hired man, the toiler in the mill and mine, those from a foreign shore, all seek knowledge from a slender purse, and nothing should be done that will deprive them of the opportunity to obtain good, healthy literature for their life's uplifting.

As an illustration how the increased rate will affect us, we beg to state that during the year from September 1, 1905, to September, 1906, we paid postage as follows:

Sunday-school literature	\$1, 159. 99
The Lutheran	740. 09
The Foreign Missionary	37. 52
The Home Missionary	37. 40
The Church Review	52. 37
	<hr/> \$2, 027. 37

Whereas if the proposed rate of 4 cents a pound is adopted the above expense would be multiplied four times, and would have cost us \$8,109.48. You can readily see how such a rate would be prohibitive.

In view of these facts, we earnestly pray your honorable Commission to recommend to Congress that at least on all religious periodicals no change be made in the rate of postage now designated as mail of the second class, and that the rate of 1 cent per pound be continued.

Very respectfully,

WM. ASHMEAD, *President*.  
S. A. ZIEGENFUSS, *Secretary*.  
SAMUEL P. SADTLER, *Treasurer*.  
CHARLES B. OPP, *Business Manager*.  
CHAS. J. COOPER.  
GEO. C. F. HAAS.  
JAMES N. MOHR.  
G. E. SCHLEGELMILCH.  
JAMES G. FINLEY.  
GEORGE D. BOSCHEN.

HON. BOIES PENROSE, CHAIRMAN, AND THE  
HONORABLE MEMBERS OF THE POSTAL COMMISSION.

[The Michigan Farmer, established 1843. The Lawrence Publishing Company, editors and proprietors. M. J. Lawrence, president; M. W. Lawrence, vice-president; M. L. Lawrence, secretary; P. T. Lawrence, treasurer. Eastern office: 824 Temple Court Building, New York City. Western office: 1312 Masonic Temple, Chicago, Ill. Cleveland, Ohio, office: 275-283 St. Clair street. E. H. Houghton, manager.]

39-45 CONGRESS STREET W., DETROIT, MICH.,  
September 25, 1906.

DEAR SIR: Your committee undoubtedly will hear from a committee appointed by the National Agricultural Press League regarding the proposed advance in rate of postage on second-class matter.

Naturally we are not anxious to increase the expense in any department of our business. Neither is it our desire to be penny wise and pound foolish. Publishers of publications who extend a credit to their subscribers by forcibly continuing their paper beyond the period paid to (when paid at all), and who mail a lot of sample copies each week and depend upon that kind of circulation to make good to their advertisers, are the class who are fighting the advance in second-class postage.

If they got the money from their subscription list they should get (providing their publication is legitimate and their price correspondingly so) by obliging their subscribers to pay up or stop the paper, their postage bills would be lighter and the deficit in postage receipts for second-class matter largely relieved.

I believe the publishers of the "paid-in-advance" agricultural publication would prefer to have the advance in second-class postage go through, as it would have a tendency to force publishers of the "never-stop" kind of agricultural publications to eradicate that kind from their circulation, as well as to regulate the large distribution of free samples, when a law, however framed, would be almost powerless to regulate it. Force publishers to pay a high postage rate on every paper mailed, and it would come nearer to properly restricting the amount of second-class matter sent out by them. It would force them to drop from their lists those who do not pay a fair subscription price. Then oblige publishers of cheap or low-priced papers desiring to take advantage of the second-class rates to increase their price to a more legitimate one. That would help to drive out cheap, good-for-nothing advertising sheets.

The advertiser in the cheap and credit kind of agricultural papers does not get value received, if the price he pays is based on that kind of a circulation; at least, such is my belief after 30 years' experience with farm papers.

Yours, truly,

THE LAWRENCE PUBLISHING COMPANY.  
E. H. HOUGHTON, *Business Mgr.*

CHAIRMAN POSTAL COMMITTEE REGULATION OF  
SECOND-CLASS POSTAGE RATE,  
Washington, D. C.

[The Watchman, a Baptist journal. Established in 1819. Attractive, entertaining, informing, inspiring. Edward F. Merriam, Joseph S. Swain, editors.]

525 TREMONT TEMPLE,  
Boston, Mass., November 21, 1906.

GENTLEMEN: Mr. Madden, the Third Assistant Postmaster-General, suggests that you may wish to know my views in regard to postal rates on periodicals. I have not joined in any associations because it seems to me that none of the views advocated by them strike the root of the difficulty.

The low rate of 1 cent a pound for periodicals was made for the purpose of aiding in the diffusion of useful information among the people. What can be more clear, then, than the rate should be restricted absolutely to periodicals which are devoted entirely to that purpose? That is to say, it seems to me that journals which print absolutely no advertisements, and are devoted to the elevation and information of the people, should enjoy the low rates of postage, and all others are excluded by the terms of the law.

I see no reason why the Government should aid, at a loss to itself, in the conduct of a business in which publishers and advertisers find large profits. Therefore let periodicals which make a profit in advertising pay postal rates which

will give the Government a share in the profits proportioned to the service it renders.

Our Journal is compelled under present conditions to publish advertisements, but if the above suggestions were adopted we should entirely exclude them.

Yours, very sincerely,

E. F. MERRIAM.

The CONGRESSIONAL POSTAL COMMISSION.

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[John M. Thurston, attorney, Bond Building.]

WASHINGTON, D. C., December 1, 1906.

DEAR SIR: On behalf of my client, Mr. J. H. Neff, who appeared before your Commission, and is the owner and proprietor of several stock-yard journals published in the West, I beg leave to suggest that Mr. Neff, as he stated to you, would be entirely satisfied with a revision of the postal laws so as to permit the entry of all publications as second-class mallable matter, without restriction at such rate, increased or otherwise, as your Commission may deem is just or fair.

In case it is deemed inexpedient to so legislate, then we have to suggest an amendment to the existing law, a copy of which I inclose, and which I think, that in view of the arguments that have been presented to you, will be fully understood. This is offered merely in the way of a suggestion in the desire to aid your Commission in the formulating of amended legislation.

Yours truly,

JOHN M. THURSTON.

HON. JESSE OVERSTREET, M. C.,

Chairman Postal Commission, Washington, D. C.

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*Amendments suggested by John M. Thurston, attorney, representing J. H. Neff, publisher.*

PROPOSED AMENDMENT TO THE FOURTH PARAGRAPH, SECTION 18, ACT OF MARCH 3, 1870.

Strike out the present proviso and insert the following:

Subscriptions shall be deemed actual in all cases wherein the recipient of the publication or another than the recipient shall pay, or in good faith agree to pay for such publication.

*Provided, however,* That nothing herein contained shall be so construed as to admit to the second-class rate regular publications designed for free circulation or for circulation at nominal rates, or designed primarily for advertising purposes.

*Provided further,* That newspapers or other periodical publications, otherwise entitled to be admitted as mallable matter of the second class, shall not be excluded because of legitimate business advertisements therein.

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[M. A. Ballinger, Washington, D. C., Bond Building.]

DECEMBER 27, 1906.

DEAR SIR: I represent a number of the publishers of what might be classed the smaller newspapers of the country.

These papers are almost every one of them sent through the mail singly to the person receiving them—that is, there are none, or if any, almost none of them sent in bulk to news agencies or other parties for distribution. Few, if any, of the papers published by my clients weigh 1 ounce, and here I beg to call your attention to part of the second recommendation on page 47 of the report of the Third Assistant Postmaster-General for the year ending June 30, 1906. He recommends, "1 cent for each 4 ounces or fraction thereof to one address."

If this recommendation should be enacted into law my clients would pay 16 cents per pound or more for all of their publications, for, as stated, no single paper weighs more than an ounce, many of them very much below that.

My clients are willing to pay what is fair and do not ask to be a burden to the Government in any sense of the word, but believe that 4 cents per pound is entirely too high and that 1 cent for each 4 ounces or fraction thereof to one address would be ruinous.

I most respectfully ask that whatever rate may be recommended by your Commission shall apply to and be based upon the weight of the whole number of papers mailed at one time.

Yours very truly,

M. A. BALLINGER

Hon. BOIES PENROSE,

*Chairman Postal Commission, Washington, D. C.*

**MEMORIAL OF EXECUTIVE COMMITTEE, ASSOCIATED FRATERNITIES OF AMERICA, TO THE POSTAL COMMISSION AUTHORIZED BY CONGRESS TO MAKE INQUIRY IN REGARD TO SECOND-CLASS MAIL MATTER.**

The undersigned executive committee of the Associated Fraternities of America, as directed by resolution of said association adopted at its sixth annual meeting at Detroit, Mich., on August 23, 1906, would respectfully present to your honorable body some of the reasons why, in our opinion, the rate of postage upon second-class mail matter, such as the official monthly publications of fraternal beneficiary associations, should not be increased, as follows:

First. Such societies are required, under the laws of the several States in which they are chartered, to be operated for the sole benefit of their members and their beneficiaries and not for profit. They therefore occupy a very different position, in relation to taxation for any purpose, from corporations of a commercial and profit-making character. They are regarded by the legislatures of most of the States as benevolent associations, and their funds are by law exempt from taxation in nearly all.

Second. Their sole purpose is to furnish life insurance protection—and, in many cases, sick and disability benefits—at the actual cost of the same, and the great majority of their members are laborers and wage-earners who can not afford to carry regular life-insurance protection for their families.

Third. These associations from a small beginning, something over thirty years ago, have grown and multiplied until there are now 170 reputable societies making statistical reports to the State insurance departments and the Fraternal Monitor. The societies so reporting, had, at the close of the year 1905, a membership of 5,563,683, with insurance protection in force to the amount of \$6,836,045,693. They had, up to that time paid out as death benefits the sum of over \$1,000,000,000, \$65,620,319 of which had been paid during the year 1905. Their ledger assets on December 31, 1905 were \$57,261,503.

Fourth. Each of these associations is required by law to have a representative form of government, and the financial transactions and all the doings of each are controlled by the membership. For the purpose of keeping their members informed of all the financial and other doings of their executive officers, and to promote the growth and prosperity of the individual associations, each has found it proper and necessary to publish an official paper or magazine in which such transactions and other information are made known to its members. These official papers are usually published monthly and the subscription price is paid out of the monthly contributions made by the members to the expense funds of the societies.

Fifth. While at the first these monthly papers were simply lodge bulletins of about 4 pages and of interest to the members only, during the past few years they have been greatly enlarged and improved, many of them now being regular family magazines containing, in addition to the doings of the executive officers and subordinate bodies, stories, miscellany, articles on the home and its interests, and much other useful information for all the members of the family.

Sixth. That such periodicals are now paying postage under the law as second-class matter at the rate of 1 cent per pound, and in addition are required to place a 1-cent stamp upon each copy for free delivery in the town or city of publication.

Seventh. That for the purpose of securing definite and exact information to be embodied in this memorial, this committee has within the past few weeks requested reports from the different societies, stating the number of members in each and the average number of pounds per month of their monthly official publication so mailed to their members at the rate of 1 cent per pound. Reports have been received from 64 of these societies and a tabulation of the same is hereto attached, marked Exhibit A, and made a part of this memorial. From this tabulation it will appear that the 64 societies reporting have 3,505,844 members. That the average weight of their official papers sent out each month at the pound rate is 310.844 pounds, the postage on which amounts to the sum of \$36,798.34 yearly.

Eighth. That the remitting of the monthly contributions of the members of these societies, as well as their lodge equipments and other supplies sent by mail, contribute largely to the postal revenue on the other classes of mail matter, and but for the existence of these societies there would be no occasion for mailing these classes of matter at all.

Ninth. That as the postage on these periodicals together with all the other expenses of the society must be paid from the expense contributions of the members, it appears that any increase of the present rates of postage on their official papers will be a tax upon a class of citizens who are operating without profit a class of business which greatly reduces pauperage and tends to the general prosperity of the whole country.

Tenth. The membership of these societies is largely made up of laborers and wage-earners, who, but for such societies, would not be able to carry any insurance protection for their families, and who are now, in many cases, denying themselves the comforts if not the necessities of life in order to maintain such protection.

Eleventh. We would therefore respectfully protest against any attempt to make up any part of the apparent deficiency in the postal receipts by adding to the cost of life insurance for the wage-earners and laboring men of the country.

All of which is respectfully submitted by direction of the above-named association in behalf of all the members of the fraternal beneficiary societies of the United States.

EDMUND JACKSON, *President*,

G. A. SCOTT, *Vice-President*,

C. H. ROBINSON, *Secretary-Treasurer*,

T. B. HANLEY,

J. C. ROOT.

*Executive Committee, Associated Fraternities.*

Attest:

C. H. ROBINSON, *Secretary-Treasurer*.

HON. BOIES PENROSE, *Chairman, and other Members of the Commission.*

EXHIBIT A.—*Fraternal society publications and postage paid.*

Name of society.	Number of members.	Pounds per month.	Yearly postage, pound rates.
Ancient Order United Workmen (9 States) .....	77,353	7,239	\$797.18
American Guild .....	25,904	3,500	400.00
American Insurance Union .....	11,505	1,156	138.72
American Life and Annuity Association .....	826	125	15.00
American Benefit Association .....	10,000	1,200	144.00
Beaver's Rescue Fund Fraternity .....	7,604	296	34.52
Brotherhood American Yeomen .....	53,990	1,360	523.20
Columbian Woodmen .....	1,003	100	12.00
Court of Honor .....	56,522	7,500	900.00
Catholic Knights of America .....	17,355	1,110	132.20
Catholic Relief and Benefit Association .....	8,500	591	70.92
Catholic Mutual Benefit Association .....	57,638	6,400	768.00
E. S. Deg. of Honor .....	10,000	275	33.00
Earnest Americans .....	3,684	120	14.40
Fraternal Brotherhood .....	27,000	1,200	144.00
Fraternal Union of America .....	25,258	1,750	210.00
Fraternal Mystic Circle .....	16,000	1,180	141.60
Fraternal Banker's Reserve .....	3,853	192	22.04
Fraternal Tribunes .....	10,758	600	72.00
Fraternal Benefit League .....	2,857	56	6.72
German Beneficial Union .....	12,586	1,180	141.60
Grand Fraternity .....	11,384	1,984	238.08

EXHIBIT A.—*Fraternal society publications and postage paid*—Continued.

Name of society.	Number of members.	Pounds per month.	Yearly postage, pound rates.
Home Guards of America .....	9,455	864	\$103.78
Highland Nobles .....	6,000	600	72.00
Ideal Reserve Association .....	2,006	165	19.80
Knights and Ladies of Honor .....	80,000	6,000	720.00
Knights and Ladies of Columbus .....	6,965	200	24.00
Knights of Columbus .....	143,470	17,580	2,109.60
Knights of Modern Maccabees .....	120,387	1,332	162.24
Ladies of Modern Maccabees .....	80,179	4,190	500.80
Loyal Mystic Legion .....	6,491	250	30.00
Lincoln Anniversary Union .....	1,000	35	4.20
Locomotive Engineers M. B. A. ....	456,000	30,000	3,600.00
Legion of Red Cross .....	3,100	100	12.00
Modern National Reserve .....	2,300	200	24.00
Modern Samaritans .....	8,000	450	54.00
Mutual Protective League .....	26,000	1,581	183.72
Mystic Tollers .....	4,429	740	88.80
Modern Protective Association .....	14,000	800	96.00
Modern Woodmen of America .....	865,608	82,250	9,870.00
Modern Brotherhood of America .....	88,000	6,000	720.00
Modern Order of Praetorians .....	5,402	850	102.00
Mystic Workers of World .....	35,553	3,445	413.40
National Union .....	61,397	4,095	491.40
National Provident Union .....	4,074	325	39.00
National Protective Legion .....	136,667	20,000	2,400.00
New Era Association .....	5,557	254	30.48
North Star Benefit Association .....	3,420	100	12.00
Order of Golden Seal .....	19,000	400	48.00
Order Columbian Knights .....	14,000	635	76.20
Order of Mutual Protection .....	8,410	750	90.00
Order of Scottish Clans .....	9,387	1,100	132.00
Pathfinder, The .....	15,205	1,500	180.00
Protected Home Circle .....	57,392	4,000	480.00
Prud't Frat's Pompell .....	7,476	700	84.00
Pythias, Knights, Endowment Rank .....	74,857	4,000	480.00
Royal Highlanders .....	20,651	1,380	165.60
Royal Arcanum .....	254,263	2,300	276.00
Sons and Daughters of Justice .....	8,000	580	69.60
Tribe of Ben Hur .....	92,089	9,000	1,080.00
United Presbyterian Association .....	3,236	100	12.00
Woodmen of World—Sovereign Jurisdiction .....	274,571	54,300	6,516.00
United Artisans .....	12,000	600	72.00
Yeomen of America .....	8,282	560	67.20
	3,505,844	310,070	\$5,789.34

## MAIL-ORDER PUBLICATIONS AND LISTS OF SUBSCRIBERS.

To the United States Postal Commission.

GENTLEMEN: I am publisher of a small weekly newspaper of the great class which, so far as I can judge, is not being represented before you in the hearings of your honorable body on the important matter of second-class postage rates.

I voted in the referendum conducted by W. D. Boyce, of Chicago, who claims to represent 4,121 weekly publications, yet I feel that perhaps Mr. Boyce is not presenting the claims of the country weekly so strongly as he is the claims of the big mail-order weeklies, such as the Saturday Blade, which Mr. Boyce publishes. Hence I feel that we are absolutely without representation before your body.

The mail-order publications are using the second-class rate, while at the same time they are not strictly newspapers, their primary reason for existence being their advertising. In every small post-office in the United States are received weekly hundreds of copies of these papers, which are not and never will be paid for, and for which the publishers expect no pay on subscription. They are sent out by the million, and mostly have long hauls which cost the Department much more than an equal weight of local newspapers.

A strict construction of the present law would bar all these papers from the mails at second-class rates, and this one item alone, I am convinced, would change the present deficit into a surplus.

A new ruling, to the effect that papers sent after a subscription has expired should be counted as sample copies, would convert the present subscription (?) lists of these mail-order journals into lists of sample copies, and so would bar them from the second-class rates.

As I take it, the second-class rates were established to encourage genuine papers of news and information. These rates should not be abolished, or changed to injure such papers as are true newspapers, in order to reach a class of journals which does not belong to the classification. There is another and a juster way out of the difficulty.

Yours, very respectfully,

CHAS. LOWATER.

*Publisher Spring Valley Sun, Spring Valley, Wis.*

[The Telegraph Age, published on the 1st and 16th of each month, was founded in 1883. The only journal published in America representative of the great telegraphic and kindred interests, including the submarine cables, railroad telegraph superintendents, the municipal electricians, and the police and fire alarm telegraphs, circulating in every part of the United States and Canada, and elsewhere throughout the world. J. B. Taltavall, publisher; E. H. Bowen, manager advertising department.]

253 BROADWAY, NEW YORK, October 2, 1906.

DEAR SIR: There is one point, at least, in the law governing the local rate of postage on a semimonthly publication that, in the interests of fairness and right, demands not only attention but rectification. Telegraph Age, published at 253 Broadway, New York, is a semimonthly journal, of twenty-four years' standing. As the law now stands this paper, in order to reach its city subscribers through the New York post-office, is obliged to prepay the postage thereon at the rate of 2 cents per copy. It being necessary to affix stamps covering that amount on each paper. The absurdity of the regulation is made all the more apparent by the fact that the paper goes to Brooklyn, a part of the city of New York, yet maintaining a separate post-office, and to all other post-offices in the United States, even to the Philippines, etc., at the regular bulk rates. Another grotesque feature, showing the incongruity of the situation, is the further fact that an individual, other than the publisher, may send the paper through the New York post-office to any local address by the prepayment of but 1 cent postage, the weight of the paper usually coming within the 4-ounce limit. Papers so mailed are, however, occasionally returned to us by the post-office authorities under the supposition that the mailing has been done by us, in violation of the law, and with the request that the additional postage be affixed thereon, which we frequently do rather than report to the post-office that the paper was not originally mailed by us. If, however, we take the papers to the post-office with the explanation that we did not mail them, we are blandly informed that the 1-cent rate is correct.

The result of the operation of a rule so devoid of equity is that our local list of subscribers in the city, where it should be the largest of any point in the country, is reduced to a minimum, being practically limited to those located within a close radius of our office, the delivery to whom is reached by our own force—for local readers are unwilling to submit to increased subscription charges the extra cost the postage entails.

The glaring inconsistency of maintaining a discriminative feature that has been allowed to creep into and become incorporated within our postal laws, with excuse neither in law nor ethics, should be apparent to any who gives the subject a single moment's consideration. It works positive hardships and has no warrant for existence.

Our recommendations are that semimonthly publications be accorded the same privileges enjoyed by weekly publications. This would place the subscribers residing in a town in which such a paper as ours is published on an equality with subscribers elsewhere.

Under the present law we are obliged to charge our New York City subscribers 50 cents a year more to cover the extra postage than subscribers at other points, whether in the United States, Canada, Mexico, or Cuba.

All of which is respectfully submitted.

Yours, very truly,

J. B. TALTAVALL.

Hon. BOIES PENROSE,

*Chairman of the United States Postal Commission,*

*Holland House, New York.*



[United Typothetæ of America. President, George H. Ellis, 272 Congress street, Boston. vice-president, William Green, 326 Pearl street, New York; secretary, John MacIntyre, 320 Broadway, New York; treasurer, Thos. E. Donnelley, 149 Plymouth place, Chicago. Executive committee, William Green, New York, chairman; A. R. Barnes, Chicago; Isaac H. Blanchard, New York; Thos. H. Cadick, Washington; J. Stearns Cushing, Norwood, Mass.; H. K. Dean, Grand Rapids; F. I. Ellick, Dallas; E. L. Fell, Philadelphia; W. O. Foote, Atlanta; Wm. J. Golder, Pittsburg; Franklin Hudson, Kansas City; E. A. Kendrick, Buffalo; Wilson H. Lee, New Haven; F. C. Nunemacher, Louisville; Samuel P. Rees, Omaha; C. M. Skinner, St. Louis; Fred L. Smith, Minneapolis; John Stovel, Winnipeg, Canada; E. M. Watson, Jersey City, president and treasurer ex officio. Office of chairman executive committee, William Green, 326 Pearl street.]

NEW YORK, October 8, 1906.

DEAR SIR: At the postal hearing in New York Mr. Overstreet asked me if the express rates quoted on page 10 of my brief were for printed matter; if not, for what? After I was excused I investigated the matter and reported to him verbally, and wish to make this a part of the record: That the rates quoted are their regular rates for 100 pounds on anything that they may carry.

Very truly, yours,

WM. GREEN.

MR. HENRY H. GLASSIE.

*Secretary Postal Commission.*

*Colorado Building, Washington, D. C.*

[The Philadelphia Board of Trade, organized 1833. Incorporated 1838. Bourse Building. Joel Cook, president; Thomas L. Gillespie, first vice-president; John H. Michener, second vice-president; Andrew Wheeler, third vice-president; William M. Coates, fourth vice-president; William R. Tucker, secretary; Richard Wood, treasurer.]

Your special committee appointed, under a resolution of the executive council passed at the last meeting, to consider a reference of an "announcement of the Postal Commission authorized by Congress to make inquiry regarding second-mail matter" respectfully reports:

That it has examined with care the record of the proceedings in New York City before the Postal Commission authorized by Congress to make inquiry regarding the rate of postage on second-class mail matter, and has reached the following conclusions:

As business men deeply interested in commercial progress, we recognize the extreme importance to commercial interests of the carrying by the United States Government, through its mails, commercial literature of use and service to all business interests at a minimum rate; and without desiring to interfere with the importance of advertising matter, we can not fail to appreciate the fact that of late years the amount of advertising has grown tremendously, which, though of general interest to readers, is circulated through the country at an expenditure to the Government greatly in excess of its receipts for such service.

We further recognize that the transportation through the mails of printed matter such as catalogues, price lists, and samples (not merchandise) should be encouraged through a rate of postage far below that at present existing. This comparison may be shown as follows:

	Cents.
Newspapers and periodicals as second-class.....per pound.....	1
Catalogues and price lists.....do.....	8
Sample books and kindred matter (not merchandise).....do.....	16

To this last-named rate we enter a most emphatic protest; and since it appears that the enormous deficiency in the Government postal service must be in some manner compensated, our suggestion is that the rate of postage on second-class mail matter should be advanced in order to better contribute to the cost of handling, and that all other printed matter (not merchandise) should be grouped in one class, viz, the third-class, at 8 cents per pound. This would not be a solution of the financial question to the Government, but would be a great encouragement to commercial interests generally in the line indicated, and would relieve the Department from the constant difficulty of deciding as to whether certain printed matter properly belongs to the third or fourth class, which in the interest of all citizens in a well-administered Government should and can be avoided.

PHILIP GODLEY, *Chairman.*

CHARLES J. COHEN,

WM. T. ROLPH.

J. BERTRAM LIPPINCOTT.

W. T. ROBINSON,

*Committee.*

## MEMORIAL OF THE NATIONAL MANUFACTURERS' ASSOCIATION.

[James Maynard, president; Justin E. Gale, secretary and treasurer; Wm. T. Lane, agent.]

BROOKSIDE MILLS.

Knoxville, Tenn., December 3, 1906.

DEAR SIR: I have the honor to transmit herewith a communication from the committee on postal affairs of the National Association of Manufacturers on the subject of rates of second-class postage. This memorial was prepared after careful consultation of the committee, and it is forwarded with the view of giving your Commission views of representative manufacturers who are publishers. Mr. Davies is president of the Acme White Lead and Color Works, Detroit, Mich.; Mr. Ashbury is president of the Enterprise Manufacturing Company of Pennsylvania, Philadelphia, Pa.; Mr. I. H. Page is president of the J. Stevens Arms and Tool Company, Chicopee Falls, Mass.; Mr. Cunningham is connected with the Welsbach Company, Gloucester, N. J., and the writer of this is president of the Brookside Mills, Knoxville, Tenn., manufacturers of cotton goods. We believe that the views we express in the memorial are fairly representative of the views of the National Association of Manufacturers.

On behalf of the committee, I am, very respectfully, yours,

JAMES MAYNARD, *Chairman.*

HON. BATES PENROSE,

*Postal Commission, Washington, D. C.*

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SECOND-CLASS MAIL.

PROPOSED INCREASE OF CHARGES ON SECOND-CLASS MATTER FROM 1 CENT TO 4 CENTS PER POUND IN ORDER TO OVERCOME THE POSTAL DEFICIT.

[Brief by Frank Parsons, esq., member Boston Bar and author of various legal textbooks and economic works on railroads, etc.]

We oppose the proposed increase of the second-class rate for the following reasons:

1. There is really no deficit at all when the postal accounts are audited on true financial and business principles. The post-office does work for the Government—that is, for the whole people of the United States—which, if paid for at regular rates, would amount to about \$19,000,000. That is enough to cover the so-called deficit and leave nearly \$4,500,000 surplus.

In common fairness the Government should pay for the use it makes of the post-office. It is not just nor sound business or public policy to put the burden of the Government post on any class, either the users of the second-class mail or the total users of the mail. The service rendered the Government as the agent of the whole people should be paid for by the whole people.

When a municipal electric-light plant charges private consumers enough to cover the cost of the service rendered them with a small margin of profit, perhaps, it is not put down as having incurred a deficit, because the amount collected from private consumers is not sufficient to pay for lighting the streets and public buildings, as well as for the lights supplied to the private consumers. On the contrary, the city is expected to pay for street lights, and if the amount paid by private consumers for their lights plus the fair commercial charge to the city for its lights is sufficient to cover the total cost, there is no deficit.

On these fundamental principles of sound accounting there is no deficit in the post-office. The Government should pay from general taxation the \$19,000,000 fair equivalent for the service rendered the Government.

The private users of the post already pay for their service and over \$4,000,000 profit besides.

2. Even if we neglected the Government post, the so-called deficit could not be placed at the door of the second-class mail. It belongs chiefly or wholly to the rural free delivery. "For the maintenance of the rural free delivery service and its proper extension \$29,499,900 will be required in 1906-7. This is an increase of \$3,671,600 over the appropriation for the current year, which in turn is \$5,011,700 more than that of the preceding year." (Rep. Postmaster-General Dec. 5, 1905, p. 9.)

There you have a leak more than sufficient to account for the "deficit" complained of. The rural free delivery, costing twenty-five or thirty millions and

able to claim credit for only very slight returns, constitutes an added expense that far more than equals the fourteen or fifteen millions of "deficit."

Now, this rural free delivery is an excellent thing. It means an approach to equal rights and privileges, a diffusion of the burdens of distance, an equalization of the advantages of city and country life, an educational and industrial gain to the less favored portions of the country.

It is admirable, but why should the burden of payment for it be put upon the users of second-class mail? It probably should not be charged even to the total body of mail users, but to the nation as such.

Once more it becomes abundantly clear that the commercial post has no deficit. Either the Government post or the outgo for rural free delivery more than covers the so-called deficit. The part of the mail service that is put on anything like a commercial basis and is expected to pay for itself, does pay for itself, and a number of millions besides.

3. If excessive payments to the railroads for transporting the mails were eliminated the alleged "deficit" would disappear and leave a surplus of many millions, even without payment by the Government for its use of the mails or for the unremunerative rural delivery.

The amount paid the roads for carrying the mails last year was \$39,384,916. plus \$5,509,044 for rentals of postal cars, making a total of about \$45,000,000.

The Postmaster-General says, page 195 of Report, December 5, 1905: "The most striking feature in postal administration at this time, aside perhaps from the considerable extension and great cost of the rural free delivery service, is the increasingly large amount paid to railroad companies for transportation of mails. Correspondence on file in the Department, as well as frequent references in the public press, indicate that there is a widespread popular belief that this pay is extravagant."

(a) If the railways received no more from the post-office for carrying the mails than they would receive if they were carrying the same matter for the express companies, the post-office would save twenty-five to thirty millions of the forty-five millions it now pays the roads.

Voluminous proof of this proposition, based on the results of Congressional investigations and the reports of the post-office, will be found in Chapter IX of 'The Railways, the Trusts, and the People, published by Equity Series, 1529 Chestnut street, Philadelphia (\$1.50). A few points only can be stated here.

On the data furnished by Prof. H. C. Adams, the railway expert for the United States Interstate Commerce Commission before the special Commission on railway mail pay (Part II of Rep., 1900), the railway receipts from the express between New York and Boston would average 50 cents per 100 and 38 cents for first-class freight, against 89 cents from the mails; New York to Chicago, 75 cents freight, \$1.25 express, and \$3.56 mail; New York to Atlanta, \$1.26 freight, \$2 express, and \$3.50 mail; Chicago to Milwaukee, 25 cents freight, 30 cents express, 34 cents mail per 100 (this seems fairly reasonable); New York to San Francisco, \$3 freight, \$6.75 express, and \$13.28 mail (this seems very unreasonable); Atlanta to Savannah, 61 cents freight, 87 cents express, and \$3.17 mail (more unreasonable still).

These and other data too numerous for insertion here indicate that as a rule railways receive for express 50 to 100 per cent more than for first-class freight, and for mail 100 to 300 per cent more than for express.

A specific case will show more clearly the relation between railway receipts from mail and express. The New York Central gets 40 per cent of the gross earnings of the express company operating over its line. The result is the following relation between mail and express for the route from New York to Buffalo, 439 miles:

Railway earnings per year for 125 tons of mail daily.....	\$1,447,840
Railway earnings per year for 125 tons of express daily.....	436,250

Railway officers claim that the value received from the express should be put somewhat above the 40 per cent contract division of earnings, because the express performs some "gratuitous" service in the handling of railway packages, etc.; but even making full allowance for this and all other claims of the railroads in relation to such comparisons, as Adams does on page 22 of the "Railway Mail Pay" report, the railway value from express would only be \$570,312 in the above statement, against \$1,447,840 from the mail without counting receipts for postal-car rentals or value resulting from the stimulation of traffic due to the mails.

The express companies carry magazines and newspapers 500 miles and more at 1 cent a pound, and the railways get less than one-half a cent a pound, 2 cents

a ton-mile, or less than one-sixth of the lowest estimate of the average mail rate. That is not all. Any general express agent will tell you that the company will shade the rate for a large shipper. For example, the Cosmopolitan is carried from New York to Boston, 219 miles, for 18 cents a hundred, or less than one-fifth of a cent a pound. This is at the rate of 1.6 cents per ton-mile for the express company and three-fourths of a cent a ton-mile for the railways, a rate about one-sixteenth of the average mail rate and one-ninth of the lowest mail rate on the lines where the volume of mail is greatest. The railways charge the Government about 3 cents a pound for hauling second-class matter, according to Professor Adams, and 8 cents, according to Postmaster-General Wilson, but haul the same stuff for the express companies for less than a tenth of a cent a pound. And if the railways had any serious objection to such rates they would hardly have permitted them to continue all these years, but would have provided against them in their contracts with the express companies.

The express companies do not pay rentals for use of express cars, neither does the Government pay for the use of postal apartments. There is no reason why it should pay rental for postal cars. The whole of this \$5,500,044, therefore, should be cut out. As the remaining \$39,000,000 is paid on the basis of a rate at least two or three times greater than that received by the railways for the carriage of express, it is clear that the total railway mail pay should not exceed \$20,000,000, and probably should be less than \$14,000,000 a year.

(b) Comparisons with railway charges for excess baggage, passengers, and freight also show that the railway-mail pay is twenty-five to thirty millions or more in excess of the reasonable figure.

Calculations based on the railway and postal data for 1898, as set forth in the report on Railway Mail Pay, 1900, give the following results:

100,000,000 ton-miles of mail—

At average railway express rates would cost about.....	\$5,000,000
At average excess baggage rates would cost about.....	6,000,000
At average freight rates, making correction for difference of load .....	8,000,000
At average passenger rates, making correction for difference of dead load.....	8,000,000
At actual mail rates paid the roads (1898).....	34,754,000

It is a remarkable fact that when we allow for the difference of dead weight carried with each ton of mail as compared with a ton of passengers or freight, according to the statements of President Spencer, of the Southern Railway, and other road authorities, the total mail charges at the average freight rate and at the average passenger rate would be exactly the same, and that such charges are less than a quarter of the actual rates paid the railways for carrying the mails.\*

(c) If we compare the ton-mile rates for mail, express, etc., as derived from various high authorities, nearly all of them railroad authorities, we have the following results, showing from another class of data the same conclusion that is constantly forced upon the impartial student of the question, no matter what line of investigation he follows, viz. that the railways are receiving from the Government from two to four times as much as they get from the express companies for equal haulage, more than twice what they get for carrying commutation passengers and excess baggage equal weights and distances, two to five times their charges for first-class freight, twelve times what they receive for some of their dairy freight, and sixteen times what they get for the mass of common freight.

When we remember that the schedule or tariff, under which the railroads are paid for carrying the mails, has not been changed since 1873, while the rate schedules on freight and passengers have been constantly lowered in the thirty-three years since the railway-mail pay schedule was established, we shall understand in part how the disparities revealed in the following table have come to pass:

The railways receive for carrying the mails (Adams's estimate), 12.56 cents per ton-mile; for carrying the mails (on post-office estimate), 27 cents per ton-mile; for carrying express generally, 3 to 6 cents per ton-mile; for carrying excess baggage, 5 to 6 cents per ton-mile; for carrying commutation passengers, 6 cents per ton-mile; for carrying dairy freight, as low as 1 cent per ton-mile;

\* For details of these calculations, see *The Railways, the Trusts, and the People*, Chap. IX.

for carrying ordinary freight in L. C. L., 2 cents per ton-mile; for carrying imported goods, New Orleans to San Francisco, 0.8 of a cent per ton-mile; for carrying average of all freight, 0.78 of a cent per ton-mile.

The mail rate ought not to be higher than the railway rates on express or excess baggage, and should probably be lower than the average excess baggage rate. It is a sure traffic, steady, homogeneous, easily handled, and admits of economy from every point of view. It does not entail any such expenses for storage, loading, and unloading, etc., as pertain to baggage. Station expenses are eliminated. There is practically nothing but the cost of haulage. Welling-ton, our highest authority in railway economics, says that only 70 per cent of railway expenses is due to transportation. On this basis the railway-mail rate would be about one-third less than that charged for excess baggage, or about 4 cents per ton-mile instead of 12 to 27.

A commission appointed by the Canadian government in 1865 to consider the question of payment to railways for transporting the mail laid down the rule as the basis upon which mail pay should be adjusted, "that mail matter carried in postal cars should be regarded as freight," and added, "that it (mail) should be regarded as the least expensive description of freight, as the company is relieved of any expense beyond the mere cost of movement."

4. In many countries it is regarded as a simple matter of justice and fair public policy that the railways shall carry the ordinary mails and even the parcels post without any charge at all, on the ground that such a service is only part payment for the valuable privileges they receive from the public, and which in this country represent fully half the capitalization of the roads.

This principle has been applied to private railways for many years in Germany, Switzerland, France, Italy, and other countries.\*

For example, in France the railway companies carry the mails free, with the single exception that where the Government runs a postal car of its own in addition to the ordinary mails, the railway receives 2 centimes per kilometer, or about 1 cent a car mile, which is so near nothing that the railway officials, when I questioned them, usually made the broad statement that the Government pays nothing for the railway carriage of the mails.

The free carriage of the mails by the railways is a part consideration for their franchisees.

Germany also adopted long ago the policy of requiring railway companies to carry the mails free of charge in return for the privileges they have in the use of the sovereign power of eminent domain, the exercise of public or semipublic functions by authority of the State, and the monopolistic nature of their business.

The Prussian railway law of November 3, 1838, which is still in force in its essentials, constitutes the basis of the present law, required the companies to carry the mails free of charge, including the parcels post—a far more extensive requirement than the free carriage of the mails in the United States would be, for the parcels post in Germany includes a large part of what goes by express with us, packages of any weight up to 110 pounds being sent by post in Germany.

Under the present law the railways that are still in private hands continue to carry free the mails and parcels post up to one car per train. If a second postal car is needed on any train the Government pays 5 pfennigs per axle kilometer, or 10 pfennigs if the car belongs to the railway, 8 to 12 cents per car mile. The great bulk of the mail goes free, and the excess beyond one car per train pays merely the cost of haulage.

In Switzerland, under the law of July 28, 1852, the railway companies must carry the mails free of charge, including the parcels post, and also the postal clerks, of course. With the exception of small secondary roads, the companies continued to carry the mails without charge until their lines were absorbed by the Government in 1902. Just before the transfer the minister of railways, in answer to my query, said: "On the great railways the Government pays nothing for the mails. On the small lines, if the dividends fall below 3½ per cent the Government pays the fair cost of carrying the mails; when the road attains 3½ per cent it must carry the mail free."

In Italy, again, before the transfer of the railways to the Government in 1905, the minister told me the Government paid nothing for the railway carriage of the mails, including the parcels post. In Belgium a similar policy prevails, and

\* See The Railways, the Trusts, and the People for details.

even in England, where the House of Commons contains many railroad directors, and others more or less impregnated with railway influence—even in England with the railways carrying for the post a large part of the parcels that go by express in this country, and with a marked tendency in the railroads to get all they can for all the services they render, for which purpose they act together practically as a unit—even in England the postal payment to the railways is only about one-ninth of the total expenditure of the postal department, instead of one-fourth to one-third, as in the United States.

5. The present is an excellent time to reduce the railway-mail pay to a fair basis, for the Roosevelt Rate Regulation Law has greatly increased railway receipts and lifted the values of their stocks and bonds by stopping at least a part of the former leaks through cut rates and passes. The dividends of the Union Pacific and Southern Pacific, for example, have been increased from 6 to 10 per cent since the rate law went into effect. Along with this legislation stopping the leaks that diminish railway returns unjustly should go legislation stopping the postal leaks through overpayment of railways for the carriage of the mails.

6. To increase the second-class mail rate on the other hand is as unwise and unjust as the decrease of the railway-mail pay is wise and just.

(a) In the first place, a multitude of magazines and newspapers have developed a very large business and made long-time subscription and advertising agreements on the basis of the present second-class mail rate.

The unnecessary disturbance of honest vested interests is never wise, and in this case the vested interests are linked indissolubly with some of the most vital business and educational interests of the nation.

The mass of periodicals referred to would be seriously injured by the proposed increase of rate, and many of them would be ruined, for the classes they serve would in large part decline to pay the additional rates required for the readjustment of income and expenditure.

(b) It has not been shown that the second-class mail rate is insufficient to cover the cost, provided the railways were not paid more than they are willing to take for express. The express companies carry matter within a radius of 500 miles for 1 cent a pound and less, down even to a small fraction of a cent. The railways get only 40 to 50 per cent of the express charges, and the average haul for mail is only 436 miles, so there is every reason to believe that second-class mail rate would cover cost if the railway pay were fairly adjusted.

(c) Even if it could be shown that under fair railway conditions the second-class rate would not directly cover cost, there is strong reason to believe that the letter and book and package postage incident to answering advertisements and otherwise resulting from the circulation of second-class matter would more than balance the account.

(d) Even if it could be shown that the total direct and indirect receipts from second-class matter would not cover the cost, it would still be unwise for the Government to raise the rate because of the general educational and economic benefits of the wide circulation second-class matter is able to attain under the present schedule. The periodical press is the people's university. The civic and social advancement, the economic efficiency, and business progress of the United States are largely dependent on the flood of literature, general, educational, commercial, technical, agricultural, financial, trade, etc., that sweeps into the home of the common people week by week under the encouragement of second-class regulations.

7. It is believed by many that the principal motive on the part of some of those who have tried from time to time to get the second-class mail rate raised, is to safeguard the interests of the great railroads and express companies. If the second-class rate were raised, the express companies could charge higher rates and make more profit. This would redound to the profit of the railroads who get 40 or 50 per cent of express receipts. And it would also tend to protect the roads from movements to reduce railway-mail pay, which are likely to become uncomfortably vigorous with the increase of the apparent deficit.

8. The forces that are moving for increase of the second-class mail rate are in the main the very same forces that have milked the Post-Office to the utmost of their ability for half a century or more, and have at every step opposed the progressive measures advocated by our best Postmaster-Generals, such as postal-saving banks, parcel post, postal telegraph, 1-cent letter post, postal notes, etc. The roads and express companies have refused to allow the people to have a parcels-post service similar to what practically every other civilized nation

enjoys to the great advantage of both merchants and the people generally; and now they are trying to take away even the second-class mail privileges and ruin the only cheap service we have in the post.

We protest against this and demand that our Representatives and Senators in Congress assembled stand firm against the proposed increase in the second-class rate and vote instead for a reasonable reduction in the railway mail pay in accord with the just remuneration on the basis of railway receipts from express, etc., as above set forth.

To \_\_\_\_\_,

I respectfully and urgently ask your attention to the above document, and I request that in any proposed legislation affecting postal matters you will use every endeavor to reduce to a just basis the amount to be paid to the railroads for carrying the mails, and not favor an increase of any class of postal rates. There are some classes of mail in which a decrease of rate is needed, notably for merchandise. Why can not we have a parcels post like other countries? The reason is, the influence of the railroads and express companies. I respectfully urge you to represent in Congress the interests of your constituents rather than the selfish interests of these corporations.

FRANK PARSONS.

*Member Boston Bar.*

[Thompson & Slater, attorneys for railroad companies before the Executive Departments]

GLOVER BUILDING, 1419 F STREET NW.,

*Washington, D. C., November 24, 1906.*

DEAR SIR: Having been interested in postal statistics for many years, and noting the report made October 1, 1906, to the Postal Commission authorized to inquire and report to Congress regarding second-class mail matter, by Mr. William Green, chairman, representing the United Typothete of America, we beg to submit a brief review of the same.

This report attempts mainly to show that railroads are paid excessive rates of compensation for carrying the mail. The report does truthfully present to the public an array of excessive errors in its statement of the cost of transporting the mails by railroads, and many and grossly mistaken conclusions resulting therefrom.

It is not right that such unreliable statements as are published in the report cited should stand in the record unchallenged and uncontradicted; we therefore call attention to some of the errors.

On page 8 of the report are given 21 selected routes from which is deduced that the average cost per ton of carrying the mails on railroads in the United States is 12.7 cents (13 cents). The actual average cost for 1905, including the pay for use of postal cars, was 11.1 cents per ton per mile, therefore 13 cents is about 17 per cent more than the actual cost per ton per mile, or say, \$6,000,000 in excess of actual cost per annum for railroad mail transportation. The actual cost per ton per mile July 1, 1905, was for weight alone 9.75 cents per mile; for weight and railway postal cars 11.11 cents per mile.

The average rate per ton per mile covers, of course, the large number of light routes, for which the rate per ton per mile must necessarily be twenty times as much as is paid on the roads carrying the great mails. An analysis of service and pay on a light route will best illustrate the reasonableness of existing conditions, so far as the interests of the public and the United States are concerned.

A route carrying 200 pounds of mail per day carries 36 tons over each mile of road per annum. If the pay were at the average of 9.75 cents per ton per mile the pay would be \$3.51 per mile per annum, and the mails would be carried not less than 626 times over each mile, and the mails would have to be carried 626 times at each terminal, the terminal delivery for the route being 1,252 times per annum, and the mails would be carried 626 times per annum at every intermediate office not over a quarter of a mile from the station. If such route be 20 miles in length the annual pay would be \$70.20 per annum, so that if every dollar were paid for service at one terminus the man who did the work would receive 5.6 cents per trip for his service. On the other

hand, to apply the average cost, including pay for postal cars, to lines using postal cars, would add almost 50 per cent to the amount now paid for such service.

The absolute absurdity of applying the average rate per ton per mile for the whole service to reach a reasonably intelligent conclusion as to the value of either class of service to be established need only be applied.

On page 10 of the report are given 49 transportation lines radiating from New York City to points in States and Territories, and on each line a comparison is given between alleged amounts paid the railroads for carrying the mails and the amounts charged the public for 100-pound packages of express to the same points, and also of amounts paid by the express companies to the railroads for the same shipments. The first line given is from New York to Mobile, Ala., 1,231 miles (postal distance, 1,228.57 miles). On this line the average cost of transporting the mail is given at \$8 per 100 pounds, or \$160 per ton; the express charge is given at \$4.75 per 100 pounds, or \$95 per ton; the express paid to railroads is given at \$2.37 per 100 pounds, or \$47.50 per ton.

Now, the actual payment to railroads is, for weight of mail, \$4.09 per 100 pounds, or \$81.80 per ton; for weight and railway post-office, \$5 per 100 pounds, or \$100 per ton.

The actual cost for second-class matter on this line is at the minimum of \$21.37 per ton per mile per annum, or \$3.59 per 100 pounds, which makes for weight and railway post-office cars \$4.10 per 100 pounds, or \$90 per ton.

The line from New York to San Francisco is given by the Typothetæ as receiving for mail \$22.13 per 100 pounds, or \$442.60 per ton; the express charge to the public is given at \$270 per ton. The actual average rate paid by the Government on this line for the weight and railway post-office cars is \$246.60 per ton. At the actual rate paid for second-class mail matter the cost on this line is \$229.60 per ton.

The difference between the cost given by the Typothetæ and the actual amount paid for carrying the mails on the 47 routes cited is on the scale of error shown on the two routes herein specifically explained. The cost of carrying the mails on these 49 lines, it will be seen, is stated by the Typothetæ at approximately double the amount actually paid by the Government.

On page 11 of its report the Typothetæ gives the earnings of a 50-foot postal car thus: Load, 2 tons; pay per ton, 11.1 cents per ton per mile; pay for postal car, 10.9 cents per mile; total pay per car and contents per mile run, 33.1 cents.

The average cost per ton per mile on routes on which postal cars are used, in 1898, was 7.23 cents per ton per mile. It is probably less on this class of service in 1906.

The pay under the law for a 50-foot railway post-office car is 5.47 cents per mile run. The payment, then, for a 50-foot postal car is: For 2 tons at 7.23 cents, 14.46 cents; for railroad post-office car, 5.47 cents; total, 19.93 cents.

The difference between the statement of the Typothetæ and the truth in regard to this item is striking.

On page 18 of the statement of the Typothetæ it is recommended that a uniform rate of \$20 per ton per mile of road per annum would be a fair and just compensation for carrying the mails on all railroad routes. This may be accepted as the deliberate expression of the best judgment of the Typothetæ on the most important feature of the postal service. On page 19 of the statement is given examples of the application of this rate of \$20 per ton per mile of road per annum. The first item in the list is route No. 131021, from Carey to Findlay, Ohio. The route is 15.37 miles in length; the mails are carried over the route 30 times per week, or 1,560 times per annum. The average weight per day carried on the route is 140 pounds. The mail is delivered from station to post-office at 3 points 4 times per day, or 12 times; one of these offices is one-third of a mile from the station. For all of this service the Typothetæ fixes \$21.52 per annum as the total compensation. Four thousand three hundred and eighty sacks are delivered per annum, which would make the pay about one-half cent per sack. If the entire \$21.52 per annum were given to the messenger who passes eight times a day over the one-third of a mile (to make four round trips) from one terminal station to the post-office, he would receive 5.9 cents per day for all of his service.

At present the pay is \$657.06 per annum, or \$1.79 per day for 61 miles of transportation and 12 deliveries into post-offices. If the entire \$1.79 were paid



to the messengers carrying the mails to and from post-offices at termini and side offices, the messenger passing over the one-third of a mile at one terminus would receive 60 cents for his service, or  $7\frac{1}{2}$  cents for each trip.

As a large portion of the mileage of the railroad system serves the smaller towns and rural communities, it is apparent at a glance that the adoption of the suggestion of the Typothetae, or anything approaching it, would result in no service at all on the light lines. The proposition to pay \$20 per ton per mile per annum is ridiculous.

The last page (19) closes with the Pennsylvania route No. 103004, from New York to Philadelphia. Over this route is carried the heaviest mails forwarded over any railroad route in the world. The Typothetae's suggestion of \$5.48 per ton per mile run is really close to the actual amount now paid for the weight of mail on this route, 5.98 cents, which would practically eliminate the pay for space in full railway post-office cars used for distribution of mails. If this service of distribution is not one of the most valuable elements of the postal service to the public the service and pay therefor ought to be discontinued. This mail is carried on some 150 trains per day.

The Typothetae (p. 10) states that it costs to carry mails on this route, between New York and Philadelphia, \$18 per ton. The amount paid, including railway post-office pay, is \$6.42 per ton.

Whatever doubt may exist in any mind as to the question of the reasonableness of the compensation to railroads for carrying the mails, it is clearly evident from the data as to present cost of the service, furnished your Commission by the Typothetae, that the Typothetae is wholly without experience, knowledge, or intelligent judgment as to existing conditions and facts that would enable it to make a suggestion of any value whatever.

On page 20 of the Typothetae's report is the statement that the railroads of the United States are paid much more for carrying the mails than the railroads of Europe.

In the Postmaster-General's report for 1905, the length of all railroad mail routes in the world (1903) is given at 505,549 miles, of which the United States has 197,018 miles, therefore 40 per cent of the entire railroad mileage in 1903 was in the United States. It was shown in official reports that the postal service cost per mile of road in Great Britain was \$441; the cost per mile in same year in the United States was \$198.56; in 1905 it was \$187.29.

The pay for an extra 40-foot postal car in Great Britain is 8 cents per mile run; in the United States it is 3.42 cents per mile run.

In France the Government guarantees 3 per cent on stocks and bonds of railroads, resulting in a cost of from \$8,000,000 to \$15,000,000 per annum on this account. There were 25,236 miles of railroad mail routes in France, which, at the lowest figure given, \$8,000,000, would make the cost to the Government \$317 per mile, against the cost in same year in the United States of \$198.56 per mile.

Germany does not pay the railroads directly for service rendered. A German official, however, estimated the cost to Germany at \$428 per mile.

The above data is from the reports of persons skilled in postal affairs, authorized to make personal investigation.

Mention was made by Mr. Norris before your Commission of the material fact that the widely dispersed population of the United States, and the long hauls resulting therefrom, necessarily rendered the value (per pound) of transporting mail correspondingly greater than in Great Britain and other European countries where the area is comparatively small and the population concentrated.

Those who are impressed with the belief that railroad service and the charges therefore are more favorable to the public in Great Britain than they are in the United States would be enlightened by reading the testimony of Mr. Acworth, of London, England, given before the Committee on Interstate Commerce of the United States Senate in 1905.

Respectfully,

THOMPSON & SLATER.

HON. JESSE OVERSTREET,

*House of Representatives,*

*Washington, D. C.*

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 New York, N. Y., Tribune.  
 New York, N. Y., World.  
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 Pittsburg, Pa., Post.  
 Pittsburg, Pa., Press.  
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Utica, N. Y., Saturday Globe.	Vancouver, British Columbia, Province.
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Washington, D. C., Star.	Winnipeg, Manitoba, Telegram.

## DATA AS TO AVERAGE HAUL OF MAIL MATTER, PRESENT PAYMENTS, POSSIBLE SAVING IN TRANSPORTATION CHARGES, ETC.

Supplemental memorandum, December 18, 1906.

## (1.) AVERAGE HAUL OF ALL CLASSES OF MAIL.

After the hearings on November 26, 1906, at Washington, for the purpose of supplementing the argument made that day and the brief submitted, the committee requested us to furnish information which would show the average haul, by railroad companies, of all the mail throughout the United States, the amount of money that would be saved if half the mail now carried by railroad companies were excluded from the mails, or, in other words, the actual cost of carrying one-half the mails throughout the United States; and, finally, if feasible, upon which routes commercial arrangements might be made with the railroad companies for carrying second-class matter in bulk at commercial rates, and the cost thereof, as compared with the present cost.

We have accordingly extended Tables A and B, attached to our brief of November 26, 1906, over the entire United States, including Alaska and the Hawaiian Islands. (For convenience of reference the extensions are called A1 and B1. These tables are compiled from the Postmaster-General's reports for 1902, 1903, 1904, and 1905. There are other tables which we will refer to later.)

As a result we find that the average haul of all the mail, consisting of all classes, throughout the United States, is 690 miles. We have arrived at this figure as follows:

In our brief submitted to the Postal Commission (Nov. 26, 1906, p. 8) there is a calculation designed to show the estimated average haul of all classes of mail matter. That calculation was based on the mileage, weights, and payments over the mail routes enumerated in the first three States in Table H (p. 441 of the Postmaster-General's Report for 1905)—Maine, New Hampshire, and Vermont. The present calculation is based on the data appearing in the Postmaster-General's reports for 1902, 1903, 1904, and 1905, and covers not only the States of Maine, New Hampshire, and Vermont, but all the States of the Union, including Alaska and the Hawaiian Islands. In preparing this calculation the figures quoted in the Postmaster-General's reports of the latest adjustments made over the United States have been used.

Tables A and A1 show:

In column 1. The number of the route.

In column 2. The number of miles over which the route is operated.

In column 3. The average daily weight of mail carried over the route.

In column 9. The total number of pounds per mile carried each day.

By multiplying the number of miles of each route by the number of pounds representing the average daily weight of mail carried over that route per day, we get the mile pounds per day; which is, on all the routes throughout the United States, including Alaska and the Hawaiian Islands, 2,005,788,584.

If this figure (the mile pounds per day) be multiplied by the number of days in the year (say 360), the result will be the number of mile pounds for the entire year, and this result is 722,083,883,040. If this result be divided by the total weight of all the mail matter carried in the mails for a year, it will necessarily show distance, to wit, the average haul for mail matter of all classes.

Nowhere in the report of the Postmaster-General is there any direct statement of the actual total weight of mail matter carried by the Post-Office, but on pages 75 and 76 of the Postmaster-General's Report for the year ended June 30, 1905, it is stated that 663,107,128 pounds of second-class mail matter were handled. It is also stated that this is two-thirds of the total weight carried. Accordingly, the total weight carried in the year ending June 30, 1905, was 994,600,000 pounds.

In order, however, to bring our calculation down to date we used the readjustment weights for the section over which readjustment was made last year, which resulted (Postmaster-General's Report, 1905, p. 193) in an increase in payments of \$1,670,064, an increase of 4.2 per cent of the payments made the year previous. We have therefore increased the weight by the same percentage, resulting in an aggregate weight of all mail matter carried of 1,046,373,200 pounds. We have divided this into 722,083,883,040 (the total weight multiplied by the total distance over which all mail was carried) with the result of 690.08 miles, which must be the average haul of all classes of mail matter.

We have no exact data for determining the average haul of second-class mail matter (see also p. 8, brief, Nov. 26, 1906), but we have no doubt that the figures adopted upon the argument of November 26, 1906, of 450 miles, represent the facts. Six hundred and ninety miles for all classes of mail includes Alaska and the Hawaiian Islands. It includes the vast amount of mail which is brought by foreign ships, landed at Atlantic ports, and sent across the country for Japan, China, Australia, etc., and, vice versa, it includes the vast amount of mail landed on the Pacific coast for transmission to Europe across this continent (Postmaster-General's Report, 1905, pp. 593, 703, etc.).

First-class mail is of truly national circulation, as is apparent upon a moment's reflection, for it reaches even the remotest mining camp. The length of haul of third and fourth class matter is very great, for on all short hauls the post-office is underbid by express companies, leaving only the very long hauls to the Government.

Second-class matter stands out in sharp contrast. A very large part of it consists of newspapers, the essential attribute of which—timeliness—necessarily results in their having a very limited area of distribution. Furthermore, there are very few, if any, periodicals which can be said to have a national distribution in any such sense as the national circulation of letters and postal cards.

Accordingly, since the Commission of Congress, 1898 (p. 319 of the minutes of the testimony before the Commission), found that the average haul for the second-class of mail matter did not exceed 438 miles, we think we are entirely fair in concluding that the average haul of second-class mail matter does not exceed 450 miles.

## 2. THE SAVING WHICH WOULD BE EFFECTED IF THREE-FOURTHS OF THE SECOND-CLASS MATTER WERE EXCLUDED FROM THE MAILS PURSUANT TO MR. MADDEN'S RECOMMENDATION.

If the recommendation of Mr. Madden were adopted fixing a rate of 4 cents per pound, the result would be to exclude practically all second-class matter from the mails. This is the result Mr. Madden hopes to achieve by his recommendation; and assuming that 500,000,000 pounds would be excluded, he asserts that the Government by following his plan would thereby save \$30,000,000. Of course, the Government would save in transportation the amount it now pays to the railroads for hauling that much mail matter, less the amount it now receives from the public therefor. We have compiled data which show exactly what that saving would be. The data are contained in Tables A and A1.

As is known, for the purpose of compensation, the railroads are paid upon the basis of average weights, the country being divided into four weighing sections, the weighing to determine the average being made in each section once in four years.

The figures in our brief of November 26, 1906, were taken from the readjustment for the States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, Delaware, Maryland, Virginia, and West Virginia, and these figures are therefore correct as showing the rates on which compensation will be based over these routes during the present year (1906).

The readjustment in those States resulted in an increase of the payments to the railroads of \$1,670,064.66 (p. 193). Accordingly, in order to get an amount as nearly accurate as possible, we have added \$1,670,064 to the \$39,833,070 which was paid by the

Government for the year ending June 30, 1905, which shows that for the year ending June 30, 1906, the amount paid for transportation would be a total of \$41,054,980.83. This amount of money forms the basis of our calculation.

Five hundred million pounds is practically one-half the present weight of mail carried (see p. 5, our brief, Nov. 26, 1906).

In Tables A and A1 (column 8) we show throughout the entire United States what the payments to the railroads would be if only one-half the present amount of mail were carried. The amount shown is the sum of \$26,708,562.94, exclusive of such sums as would be paid on "lap-over" routes.

As no data are available from which to calculate the readjusted rate which would be paid upon the "lap-over" routes if one-half the weight now carried thereon were excluded, we have added to the gross saving in transportation charges which would result from the exclusion of half the present rate (exclusive of payments on "lap-over" routes) a percentage equivalent to the percentage which that gross saving bears to the amount now paid—i. e., 33½ per cent. The figures are given below. The total now paid for service on "lap-over" routes is \$1,030,981.81 (see Table C).

The amount at present paid to the railroads is, therefore, \$41,054,980.83.

In our calculation we have taken away one-half the weight now carried, and Tables A and A1 show the payments that would be made under those circumstances. The gross saving would be \$13,659,096.68; but from this gross saving must be deducted the amount now received by the Government for postage; and assuming the exclusion to be what Mr. Madden desires, namely, three-fourths of second-class mail matter, there would have to be deducted therefrom \$5,000,000, making a net saving of \$8,659,096.68 as a result of excluding one-half the mails, instead of the \$30,000,000 which Mr. Madden asserted would be saved. In other words, you exclude 50 per cent of the mails and save only 20 per cent of the total present cost of their transportation. The figures in detail follow.

Computation of saving if one-half present weight of mail matter were excluded from the mails:

Transportation charge for year ending June 30, 1905.....	\$39,384,916.17
Increase by readjustment for 1906 (Postmaster-General's Report, p. 193).....	1,670,064.66
Total transportation charge.....	41,054,980.83
Deduct total paid on lap-over routes.....	1,030,981.81
Present payment, exclusive of lap-over service.....	40,023,999.02
Payment necessary for carrying one-half present weight (Tables A and A1).....	26,708,562.94
Gross saving (exclusive of lap-over routes).....	13,315,436.08
or a saving of 33½ per cent of the present transportation charges; to which should be added this same percentage of saving of the charges on lap-over routes—i. e.....	343,660.60
Making total gross saving of.....	13,659,096.68
Deduct what the Government now receives for same weight of second-class matter.....	5,000,000.00
And the net saving is.....	8,659,096.68
resulting from the exclusion of one-half the present weight of mails.	

In other words, Mr. Madden's recommendation is utterly discredited. The actual saving would not exceed about \$8,000,000, a difference of \$22,000,000 between the facts and Mr. Madden. His misleading suggestion, if accepted, would seriously injure business, as has been made clear in New York and in Washington to the Commission, and the magnificent saving which he asserted would result dwindles away to a comparatively small sum. In other words, Mr. Madden wanted this Commission to believe that it cost practically \$30,000,000 to transport and handle three-fourths of the second-class mail matter. The Government figures show that for transporting the second 500,000,000 pounds of mail matter the Government pays approximately only \$8,000,000. This is all it would save in the item of transportation if substantially three-fourths of all second-class mail matter now carried were excluded.

3. THE COST TO THE GOVERNMENT OF TRANSPORTING SECOND-CLASS MAIL MATTER IN BULK, IF THE POSTMASTER-GENERAL WERE AUTHORIZED TO CONTRACT WITH THE RAILROADS UPON THE SAME TERMS NOW PAID BY OTHERS FOR SIMILAR SERVICE.

Various suggestions have been made for saving to the Government some of the money now expended in the transportation of the mails. Mr. Madden's suggestion of excluding half the mails for the purpose of saving \$30,000,000 falls to the ground, for, as demonstrated, if his plan were adopted only about \$8,000,000 would be saved, and this would be in utter disregard of the consequent injury to publishers.

But the "impression," says Postmaster-General Cortelyou, "is very strong that we (the Government) pay a great deal too much for transportation" (Postmaster-General's Report, 1906, p. 55).

What definite suggestion or recommendation can be made to effect a material reduction in the amount paid to the railroad companies, in entire fairness to them and to the Government?

"If the Government is paying too much for the carriage of the mails" (Postmaster-General's Report, 1906, p. 56), it should pay less. It certainly is paying a vast sum more than that paid by commercial interests for similar service when dealing directly with the railroad companies and express companies.

On pages 15, 17, 18, 19, 20, 21, and 22 of our brief filed November 26, 1906, numerous routes are compared which show in every instance that the Government is paying rates greatly in excess of those paid by the business interests of the country.

There is no claim made here that the railroad companies are overpaid for the handling of first-class mail matter, or third or fourth; but for second-class mail the service which the railroad companies render to the Government is substantially the same as that rendered by them to the express companies for carrying express matter and for the carrying of fast freight of a highly perishable character. It is impossible to see, therefore, why the Government should pay the railroad companies for carrying second-class mail in bulk more than merchants pay for carrying matter of similar risk in bulk.

It would manifestly be an onerous burden upon the railroad companies to compel them to carry second-class mail matter in small quantities for less than they charge for carrying commercial matter of similar risk in small quantities; but where second-class mail matter is shipped in bulk there is no reason why the Government should pay more for transporting it than a sum which approximates the rate for carrying express matter and first-class freight matter of a highly perishable character involving substantially the same risk.

The law fixing the compensation to railroads is 33 years old. At the time of its enactment the cost of transportation was very much greater than it is at present; indeed, it is generally asserted, in publications dealing with this question that the cost of transportation per ton per mile has been reduced from 50 per cent to 60 per cent; but, save the reductions as a result of the acts of 1873 (10 per cent) and 1878 (5 per cent), there has been no reduction in the amount paid to the railroads.

As to first-class mail, the increased frequency of daily service where the mail is now carried two or three or more times a day, when thirty-three years ago it was carried only once, the necessary space for separation and distribution which the railroad companies have to furnish at points free, and the other items enumerated by the Postmaster-General (Report, 1905, p. 195), furnish reasons for contending that the amount paid now for carrying first, third, and fourth class mail is proper. But for second-class mail matter, which requires none of the highly expensive service required for first-class matter, no reason can be seen for paying the rates that were paid thirty-three years ago. For example, the New York Central Railroad carries (according to the official figures) an average daily weight of 411,838 pounds, and this is paid for upon a flat rate fixed thirty-three years ago for all kinds of mail; yet, as stated, the expense for side service, room for separation, transportation of special agents, etc., does not apply to second-class mail.

The rate to be sought, therefore, is one which will give to the railroads ample compensation, which will secure to the Government adequate service, and which will save to the Government the excess now being paid for the service rendered.

Accordingly, it would seem fair to continue the present rate of compensation for all amounts of mail carried throughout the country where the amount carried on any given route is less than 20,000 pounds per day. But 20,000 pounds shipped by any commercial house every day in the year would entitle the shipper to consideration from the railroad companies. On the other hand, the railroad companies would seem to be amply paid by the schedule of rates now in vogue (see p. 6, brief, November 26, 1906) for all average daily weights not in excess of 20,000 pounds.

We have accordingly taken all the routes in the United States upon which 20,000 pounds or more of mail are carried each day in the year, and have enumerated them in Table D. The numbers of the routes appear in the left-hand column, and by reference to the Postmaster-General's Report, 1905, (p. 252, et seq.) the terminal points of these routes and the railroads which they cover can be ascertained.

In taking the amount of 20,000 pounds average weight per day we have merely tried to take a fair figure; but it should be noted that any amount in excess of 5,000 pounds could be taken by the Government without increasing the rate of compensation for carrying small amounts of mail. Upon the routes on which 20,000 pounds or more are carried per day it would seem that the Government ought to be permitted to make contracts for carrying second-class mail matter at a commercial rate. What that rate shall be is also a question of what is fair, and as an excellent test of what is fair we have assumed that the service which the Government would require would be the same service as is given by the railroads to the express companies. The amount which the railroad companies receive for the services they render to the express companies is approximately 50 per cent of the charges made by the express companies to the general public.

By referring to page 15 of our brief of November 26, 1906, various calculations will be found by which it is shown what the average express rate per ton per mile is over a number of representative routes. That computation shows that the amount received by the railroads for express service is at the average of \$.02945 per ton per mile. If this figure were multiplied by the number of days in the year, say, 360, we would have an annual rate covering the transportation of a ton per mile per year; the annual rate per ton per mile per day arrived at in this way being \$10.60. The Government pays at present \$21.37 annually per ton per mile (see schedule of payments, p. 6, brief November 26, 1906), on routes where the weight carried is in excess of 5,000 pounds per day. In other words, if the Government were to pay for carrying second-class mail matter at commercial rates, it would pay annually 49.6 per cent of what it now pays per ton per mile.

Table D shows the total mileage over which weights in excess of 20,000 pounds a day are carried to be 22,060.15 miles, and that the total payment made by the Government for the transportation of mails over these routes aggregates \$19,904,714.04 per year.

The authorized rate of payment for the first 20,000 pounds a day carried over a railroad mail route is \$333.10 per mile per annum. The following table (based on the present authorized payments, page 6 of our brief of November 26, 1906), shows how this figure is arrived at.

*Table showing authorized payments on first 20,000 pounds (10 tons) carried over a mail route.*

First 5,000 pounds.....	\$171.00
Second 14,000 (for every additional 2,000 pounds, at \$21.37 per 2,000 pounds) ..	149.60
Last 1,000 pounds, at \$1 per 80 pounds.....	12.50
	<hr/> 333.10

If the suggestion here made were adopted the Government would continue to pay at the rate of \$333.10 for the first 20,000 pounds per mile per annum; and, thereafter, for the weight in excess of 20,000 pounds the payment would be made at the rate of \$10.60 per ton per mile per annum instead of the present rate of \$21.37—that is, at a reduction of 50.4 per cent. In other words, the Government would pay, as it does now, upon the amount of mail now carried, \$7,348,235.96 annually for transporting the first 20,000 pounds over all of the routes on which there is carried more than 20,000 pounds, or 10 tons a day, each, and which routes aggregate 22,060.15 miles; for the balance of the mail carried in excess of 20,000 pounds the Government now pays the difference between this sum and \$19,904,714.04, i. e., \$12,556,478.08. The payment for this excess would be scaled down by the operation of the suggested rate of \$10.60 per ton per mile per annum as against the present rate of \$21.37 per ton per mile per annum, or by a reduction at the rate of 50.4 per cent, resulting in a net saving to the Government over these routes of \$6,328,464.95.

This, it is submitted, is a legitimate saving which the Government ought to have at this time. If a commercial rate, such as is paid to the railroad companies for express service, were adopted for a less amount of weight than an average of 20,000 pounds a day, the saving would, of course, be very much greater. But it is submitted that there can be no fair answer to the suggestion that the Government be permitted to



make contracts for the carrying of second-class matter in bulk at commercial rates, where the railroad companies are daily making such contracts with merchants shipping matter involving exactly the same risk.<sup>a</sup>

CONCLUSION.

This saving of \$6,300,000 is entirely fair, since it is based on the rates fixed by the railroad companies themselves for similar service, and would effect no such destruction of business as would be the inevitable result of adopting the recommendation of Mr. Madden to fix a rate which would exclude at least three-fourths of second-class mail matter.

It is not conceived that this Commission will regard it as a part of its duty, or that Congress will regard it as a part of its duty, to adopt reckless suggestions which will work great injury and harm to established business interests, merely upon a recommendation which purports to have for its purpose a saving of a vast sum of money, when the facts show that between the result prophesied and the largest saving possible, there is a difference of at least \$22,000,000.

Not only has the publishing business grown up around and under the present laws, but business interests have likewise grown up under the influence of those postal laws. And it is submitted that the Congress can not regard it as its duty to go into some kind of speculative legislation having for its direct purpose, as suggested by Mr. Madden, the excluding of three-fourths of second-class matter from the mails, utterly regardless of whether by adopting such a suggestion these great business interests be in part, or even totally, destroyed, and with no assurance of any benefit commensurate therewith.

Respectfully submitted.

HERBERT NOBLE, *of Counsel*.

DECEMBER 18, 1906.

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<sup>a</sup>This suggestion, it is submitted, is in aid of the economic administration of the Post-Office Department, and does not in any way interfere with the methods of working the mail, including parts of second-class mail, "over the wheels," or with adequate compensation to the railroads therefor.

## SECOND-CLASS MAIL MATTER.

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## MAINE.

No. of route.	Length of route.	Table A.						Table B.	
		Present average weight of mails carried over entire route per day.	Present pay per mile per annum for transportation.	Present annual rate of pay for transportation.	One-half present average weight of mails carried over entire route per day.	Pay for one-half present pay per mile per annum for transportation.	Pay for one-half present annual rate of pay for transportation.	Saving by exclusion of 50 per cent. of mail matter.	Number of pounds per mile per day.
	Miles.	Pounds.			Pounds.				
101001.	16.83	117	\$42.75	\$719.48	58	\$42.75	\$719.48		1,469.11
101002.	29.90	1,437	103.46	3,093.45	718	74.12	2,216.19	\$877.26	42,966.30
101003.	63.22	2,143	129.96	8,216.07	1,071	88.50	5,594.97	2,621.10	135,480.46
101004.	33.47	1,786	118.85	3,977.90	893	83.12	2,782.03	1,195.87	59,777.42
101005.	91.19	5,708	177.84	16,217.22	2,854	142.25	12,971.78	3,245.44	520,512.52
101006.	135.81	59,252	750.69	101,951.20	29,626	438.44	59,544.54	42,406.66	8,047,014.12
101007.	165.39	5,305	173.57	28,706.74	2,652	138.25	22,865.17	5,841.57	877,393.95
101008.	52.71	4,839	168.44	8,878.47	2,419	134.25	7,076.32	1,802.15	255,063.69
101009.	13.06	66	42.75	558.31	33	42.75	558.31		861.96
101010.	88.00	2,300	132.53	11,662.64	1,150	92.50	8,140.00	3,522.64	202,400.00
101011.	15.19	530	64.98	987.04	265	47.75	725.32	261.72	8,050.70
101012.	114.75	12,839	253.94	23,139.61	6,419	188.00	21,573.00	7,566.61	1,473,275.25
101013.	20.38	1,201	94.05	1,916.73	600	69.12	1,408.66	508.07	24,476.38
101014.	48.70	1,145	31.49	4,455.56	572	67.12	3,268.74	1,186.82	55,761.50
101015.	57.11	5,534	176.13	10,058.78	2,767	140.25	8,009.67	2,040.11	316,046.74
101016.	3.13	95	42.75	133.80	48	42.75	133.80		297.35
101017.	21.17	133	42.75	905.01	62	42.75	905.01		2,815.61
101018.	41.72	632	82.08	3,424.37	466	64.75	2,701.37	723.00	38,883.04
101019.	52.91	2,207	130.82	6,321.68	1,103	90.50	4,788.35	2,133.33	116,772.37
101020.	18.37	833	79.52	1,460.78	432	61.75	1,134.35	326.43	15,854.31
101021.	5.68	664	70.97	403.10	332	53.75	305.30	97.80	3,771.52
101022.	37.41	354	53.01	1,883.10	177	42.75	1,506.28	383.82	13,243.14
101023.	6.41	120	42.75	274.02	60	42.75	274.02		769.20
101024.	43.36	6,917	100.67	8,267.45	3,459	152.75	6,623.24	1,644.21	209,921.12
101025.									
101026.	4.75	306	53.87	255.88	183	42.75	203.06	52.82	1,738.50
101027.	95.89	385	53.58	5,339.56	193	42.75	4,099.30	1,230.26	36,917.65
101029.	21.89	706	72.68	1,590.96	353	54.75	1,198.48	392.48	15,454.34
101030.	68.40	107	42.75	2,924.10	54	42.75	2,924.10		7,318.80
101031.	5.32	195	42.75	227.43	93	42.75	227.43		1,037.40
101032.	29.05	138	42.75	1,241.88	69	42.75	1,241.88		4,008.90
101033.	8.75	280	47.88	418.95	140	42.75	374.06	44.89	2,450.00
101034.	102.24	3,162	144.50	14,773.68	1,581	110.87	11,335.35	3,438.33	323,282.88
101035.	16.26	988	84.65	1,376.40	494	66.75	1,085.35	291.05	16,064.88
101036.	15.96	318	50.45	805.18	159	42.75	882.29	122.89	5,075.28
101037.	13.86	436	59.00	817.74	218	43.75	606.37	211.37	6,042.96
101038.									
101039.	11.14	197	42.75	476.23	99	42.75	476.23		2,194.58
101040.	44.31	484	62.42	2,765.83	242	45.75	2,027.18	738.65	21,446.04
101041.									
101042.	221.43	3,556	149.62	33,130.35	1,778	119.87	26,542.81	6,587.54	787,405.08
101043.	31.29	264	47.03	1,471.56	132	42.75	1,337.65	133.91	8,240.56
101044.									
101045.	15.70	20	42.75	671.17	10	42.75	671.17		314.00
101046.	4.79	2,263	131.67	680.69	1,132	91.50	438.28	192.41	10,859.77
101047.	6.34	168	42.75	271.03	84	42.75	271.03		10,859.77

• Vacant.

## NEW HAMPSHIRE.

No. of route.	Length of route.	Table A.						Table B	
		Present average weight of mails carried over entire route per day.	Present pay per mile per annum for transportation.	Present annual rate of pay for transportation.	One-half present average weight of mails carried over entire route per day.	Pay for one-half present pay per mile per annum for transportation.	Pay for one-half present annual rate of pay for transportation.	Saving by exclusion of 50 per cent of mail matter.	Number of pounds per mile per day.
	Miles.	Pounds.			Pounds.				
102001 a									
102002	40.38	1,312	\$98.33	\$3,970.56	656	\$71.12	\$2,871.82	\$1,088.74	52,978.56
102003	26.34	453	60.71	1,599.10	227	44.75	1,178.71	420.39	11,932.02
102004	24.54	701	72.68	1,783.56	352	54.75	1,343.56	440.00	17,262.54
102005	22.85	450	59.85	1,367.57	250	46.75	1,068.24	299.33	10,282.50
102006	220.05	12,796	253.93	55,877.29	6,398	175.00	38,508.75	17,368.54	2,815,759.80
102007	13.50	1,129	90.63	1,223.50	565	67.12	906.12	317.38	15,241.50
102008	69.70	14,581	272.74	19,009.97	7,291	195.37	13,617.28	5,392.69	1,016,295.70
102009	56.73	1,498	106.02	6,014.51	749	76.12	4,318.28	1,696.23	84,981.54
102010	84.63	1,636	112.01	9,479.40	818	99.12	5,849.62	3,629.78	138,454.68
102011	56.79	1,657	112.86	6,409.31	829	70.12	3,982.01	2,427.20	94,100.63
102012	94.40	6,741	183.83	17,353.55	3,121	146.25	13,806.00	3,547.55	589,150.40
102013 a									
102014	73.03	2,434	134.24	9,803.54	1,217	95.50	6,974.37	2,829.17	177,755.02
102015	12.11	353	53.01	641.95	177	42.75	517.70	124.25	4,274.83
102016	56.18	608	68.40	3,842.71	306	50.75	2,851.13	991.58	34,157.44
102017	20.91	949	82.94	1,734.27	490	65.75	1,374.83	359.44	19,843.59
102018	12.11	456	60.71	735.19	228	44.75	541.92	193.27	5,522.16
102019	4.28	88	42.75	182.97	44	42.75	182.97		376.64
102020	13.36	484	63.27	845.28	244	45.75	611.22	234.06	6,519.68
102021	2.87	528	64.98	186.49	264	47.75	137.04	49.45	1,515.39
102022	21.91	528	64.98	1,423.71	264	47.75	1,041.82	381.89	11,568.48
102023	21.58	452	60.71	1,310.12	226	44.75	965.70	344.42	9,754.16
102024 a									
102025	32.58	271	47.03	1,532.23	136	42.75	1,392.79	139.44	8,929.18
102026	5.49	1,270	96.62	530.44	635	70.12	384.96	145.48	6,972.30
102027	5.44	106	42.75	232.75	58	42.75	232.75		576.64

## VERMONT.

103001	24.00	326	\$51.30	\$1,231.20	163	\$42.75	\$1,026.00	\$205.20	7,824.00
103002	145.21	11,447	239.40	34,763.27	5,724	180.00	26,137.80	8,625.47	1,692,218.87
103003	14.19	15,179	279.58	3,967.24	7,590	199.37	2,829.00	1,138.18	215,380.01
103004	40.32	16,874	297.54	14,674.67	8,437	208.37	10,276.81	4,397.86	832,225.68
103005	2.50	4,128	158.18	395.45	2,064	128.25	320.62	74.83	10,330.00
103006	11.27	4,987	170.15	1,917.59	2,494	136.25	1,535.54	382.05	56,203.49
103007	28.39	908	81.23	2,306.11	454	62.75	1,781.47	524.64	25,778.12
103008	15.87	234	44.46	705.58	117	42.75	678.44	27.14	3,713.58
103009	21.16	813	76.95	1,628.26	407	59.75	1,264.31	363.95	17,203.08
103010	110.18	8,601	209.48	23,080.50	4,302	161.62	17,807.29	5,273.21	947,988.72
103011	118.62	1,586	110.30	13,083.78	793	78.12	9,266.59	3,817.19	188,131.32
103012	38.47	1,824	77.81	2,993.35	412	59.75	2,298.58	694.77	31,069.28
103013	14.59	648	70.11	1,022.90	324	52.75	769.62	253.28	9,454.32
103014	34.00	2,107	129.11	4,389.74	1,059	87.50	2,975.00	1,414.74	71,638.00
103015	57.43	8,750	210.33	12,079.25	4,375	163.62	9,396.69	2,682.56	502,512.50
103016	36.32	301	56.43	2,049.53	202	42.75	1,532.68	496.85	14,659.96
103017	14.91	975	53.79	1,249.30	488	66.75	965.24	254.06	14,557.25
103018	2.02	10,430	228.28	461.12	5,215	173.00	349.46	111.66	21,068.60
103019	4.44	41	42.75	189.81	22	42.75	189.81		182.04
103020	6.59	393	56.43	371.87	197	42.75	281.72	90.15	2,589.87
103021	160.11	11,123	235.94	37,782.75	5,562	178.00	28,499.58	9,283.17	178,963.55
103022	5.04	10,447	229.14	1,154.86	5,224	173.00	871.92	282.94	52,652.88
103023	19.11	144	42.75	816.95	72	42.75	816.95		2,751.84
					\$632,806.78		458,241.79	174,654.39	25,399,963.79

a Vacant.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .					Table B <sup>1</sup> .	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
104001	108.47	92,457	\$1,105.51	\$119,914.66	46,228	\$613.40	\$6,535.50	10,028,810.79
104002	12.53	312	50.45	632.13	156	42.75	535.66	3,909.36
104003	17.90	2,942	141.08	2,525.33	1,471	108.50	1,942.15	52,661.80
104004	4.03	348	53.01	213.63	174	42.75	172.28	1,765.14
104005	21.31	223	43.61	929.32	111	42.75	911.00	4,752.13
104006	14.52	195	42.75	620.73	97	42.75	620.73	2,831.40
104007	4.44	1,505	106.87	474.50	752	76.12	337.97	6,182.20
104008	6.04	97	42.75	258.21	48	42.75	258.21	585.88
104009	4.79	243	45.32	217.08	121	42.75	204.77	1,163.97
104010	7.78	70	42.75	332.59	35	42.75	332.59	544.60
104011	114.78	22,941	362.52	41,610.04	11,470	240.11	27,559.83	2,633,167.98
104012	2.06	655	70.11	144.42	327	52.75	108.67	1,349.30
104013	6.78	290	48.74	330.45	145	42.75	289.85	1,966.20
104014	30.76	1,523	107.73	3,313.77	761	77.12	2,372.21	46,487.48
104015	4.82	172	42.75	206.05	86	42.75	206.05	829.04
104016								
104017	13.29	202	42.75	508.14	101	42.75	508.14	2,684.58
104018	2.26	524	64.98	146.85	262	47.75	107.92	1,184.24
104019	20.14	896	80.37	1,618.65	448	62.75	1,263.76	18,045.44
104020	13.76	936	82.08	1,129.42	468	64.75	890.96	12,879.36
104021	191.41	15,428	282.15	54,006.33	7,714	200.37	38,352.82	2,953,073.48
104022	19.43	103	42.75	830.63	51	42.75	830.63	2,001.29
104023	12.72	20	47.03	598.22	130	42.75	543.78	3,307.20
104024	23.88	856	78.66	1,878.40	428	61.75	1,474.59	20,441.28
104025	200.37	172,329	1,938.80	392,484.75	86,164	1,039.80	208,344.73	34,529,561.73
104026	3.23	77	42.75	138.08	38	42.75	138.08	248.71
104027	1.23	104	42.75	52.58	52	42.75	52.58	127.92
104028	12.42	1,479	105.17	1,306.21	739	75.12	932.99	18,369.18
104029	21.42	1,134	90.63	1,941.29	567	67.12	1,437.71	24,290.28
104030	49.66	232	44.46	2,207.88	116	42.75	2,122.97	11,521.12
104031	4.49	271	47.03	211.16	135	42.75	191.95	1,216.79
104032	4.33	540	65.84	285.08	270	47.75	206.76	2,338.20
104033	28.84	850	78.66	2,268.55	425	60.75	1,752.03	24,514.00
104034								
104035	1.48	39,469	421.52	623.84	19,734	329.59	487.79	58,414.12
104036	12.85	921	82.08	2,868.48	460	63.75	819.18	1,354.85
104037	21.39	395	10.26	249.98	197	5.16	29.03	851,390.36
104038	4.43	7,069	56.43	23,109.04	3,534	63.75	1,363.61	1,653.60
104039	120.44	106	192.37	344.99	50	42.75	344.99	807.00
104040	15.60	100	42.75	3,256.61	19,734	329.59	2,231.32	
104041	8.07	39,469	538.65					
104042	3.33		421.52					
104043	8.75	1,195	93.20	815.50	597	68.12	596.05	10,456.25
104044	58.62	2,622	136.80	8,019.21	1,311	100.50	5,891.31	153,701.64
104045	17.62	2,752	138.51	2,440.54	1,376	103.50	1,823.67	48,490.24
104046	26.67	2,390	133.38	3,557.24	1,195	94.50	2,520.32	63,741.30
104047	4.84	934	82.08	397.26	467	64.75	313.39	4,520.56
104048	3.43	263	47.03	161.31	131	42.75	146.63	902.09
104049	28.65	1,294	97.47	2,792.51	647	71.12	2,037.59	37,073.10
104050	15.95	766	75.24	1,200.07	383	57.75	921.11	12,217.70
104051	90.30	2,724	138.51	12,507.45	1,362	103.50	9,346.05	245,977.20
104052	17.95	501	64.12	1,150.95	250	46.75	839.16	8,992.95
104053								
104054								
104055	54.00	10,507	229.14	12,373.56	5,253	174.00	9,396.00	5,673.78
104056	24.03	925	82.08	1,972.38	462	63.75	1,531.91	22,227.75
104057								
104058								
104059								
104060								
104061								
104062	121.48	4,452	162.45	19,734.42	2,226	131.25	15,944.25	540,828.96
104063	27.16	1,656	112.86	3,065.27	828	80.12	2,176.09	44,976.96
104064	32.18	1,848	121.41	3,906.97	924	85.12	2,739.16	59,408.64
104065	2.11	168	42.75	90.20	84	42.75	90.20	354.48
104066	2.38	433	59.00	140.42	216	43.75	104.13	1,030.54
104067	50.55	21,505	347.13	17,547.42	252	46.75	2,363.21	1,087,077.75
104068	47.92	598	67.55	3,236.99	289	50.75	2,431.95	28,656.16
104069	10.54	123	42.75	450.58	61	42.75	450.58	1,206.42

Lap a Service.

Table A¹.								Table B¹.
Number of route.	Miles.	Average daily weight.	Present pay per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
104070...	2.72	189	\$42.75	\$116.28	94	\$42.75	\$116.28	514.08
104071...	10.76	207	42.75	459.99	103	42.75	459.99	2,227.82
104072...								
104073...								
104074...	12.19	3,259	145.35	1,771.81	1,629	112.87	1,375.89	39,727.21
104075...								
104076...	8.19	387	55.58	455.20	193	42.75	350.12	3,109.53
104077...	3.30	169	42.75	141.07	84	42.75	141.07	577.70
104078...	4.78	762	75.24	359.64	381	57.75	276.05	3,642.96
104079...	1.82	484	62.42	113.00	242	45.75	83.26	880.88
104080...	104.98	1,148	91.49	9,604.62	574	67.12	7,046.26	220,517.04
104081...	7.76	245	45.32	351.68	122	42.75	331.74	1,901.20
104082...	8.51	601	68.40	582.08	300	50.75	431.18	5,114.51
104083...								
104084...								
104085...	2.55	398	56.43	143.89	199	42.75	109.01	1,014.90
104086...	2.39	729	73.53	175.73	364	55.75	133.24	1,742.31
104087...	13.51	86	42.75	577.55	43	42.75	577.55	1,161.86
104088...	24.24	200	42.75	1,036.26	100	42.75	1,036.26	4,848.00
104089...	9.69	91	42.75	414.24	45	42.75	414.24	881.79
104090...	7.02	767	75.24	528.18	383	57.75	405.41	5,384.44
104091...								
104092...								
104093...								
104094...								
104095...	1.74	783	76.10	132.41	391	57.75	100.49	1,392.42
105001...	43.68	8,301	206.06	9,000.70	4,150	150.62	6,972.20	362,587.18
105002...	2.00	130	42.75	85.50	65	42.75	85.50	200.00
105003...	58.67	1,502	106.88	6,270.64	751	76.12	4,465.96	88,122.34
105004...								
105005...								
105006...	23.20	945	82.94	1,924.20	472	64.75	1,502.20	21,924.00
105007...	9.07	659	70.11	635.89	329	52.75	478.44	5,977.11
105008...	10.47	1,069	88.07	922.09	534	65.12	681.80	11,192.43
105009...	5.89	268	47.03	277.00	134	42.75	251.80	1,578.52
105010...								
105011...	10.47	685	69.26	725.15	317	51.75	541.82	6,648.45
105011...	71.62	4,646	165.87	11,879.00	2,323	133.25	9,543.37	333,746.37
105012...	13.21	574	66.69	880.97	287	49.75	657.20	7,582.54
105013...								
105014...	230.88	146,253	1,680.07	387,394.56	73,126	808.58	207,464.15	33,766,892.64
105015...	62.50	84,000	1,014.88	63,430.00	42,000	567.66	35,478.75	5,250,000.00
105016...	6.40	387	55.58	355.71	193	42.75	273.60	2,476.80
105017...	214.76	6,818	189.81	40,763.59	3,409	151.25	32,482.45	1,464,233.68
105018...	13.12	229	44.46	583.31	114	42.75	560.88	3,004.48
105019...	7.92	411	57.29	453.73	205	42.75	338.58	3,255.12
105020...	100.39	1,631	112.01	11,244.68	50,815	79.12	7,942.86	163,759.09
105021...	57.11	4,785	167.58	9,570.49	2,392	134.25	7,667.02	273,271.35
105022...	111.13	2,976	141.93	15,772.68	1,486	109.50	12,168.74	330,722.88
105023...	29.34	2,874	140.22	4,114.05	1,437	106.50	3,124.71	64,323.16
105024...	54.20	8,805	211.19	11,446.49	4,402	164.62	8,922.40	477,231.00
105025...	45.58	1,712	115.43	5,261.20	806	79.12	3,606.29	78,032.96
105026...	31.75	444	59.85	1,900.23	222	43.75	1,389.06	14,097.00
105027...	2.48	661	70.97	176.00	330	52.75	130.82	1,639.28
105028...	109.80	1,097	88.92	9,763.41	548	66.12	7,259.98	120,450.00
105029...	38.87	941	82.94	3,223.87	420	60.75	2,361.35	26,576.97
105030...	4.08	272	47.88	195.35	136	42.75	174.42	1,109.76
105031...	14.29	368	54.72	781.94	184	42.75	610.90	5,288.72
105032...								
105033...	4.18	475	61.56	257.32	237	45.75	191.24	1,985.50
105034...								
105035...	4.75	316	50.45	239.63	158	42.75	203.06	1,501.00
105036...	24.17	1,555	108.59	2,624.62	777	77.12	1,863.99	37,584.35
107001...	459.57	23,490	368.50	169,351.54	11,745	244.11	112,185.63	785,289.50
107002...	12.40	161	42.75	550.11	80	42.75	530.11	1,996.40
107003...	27.14	416	58.14	1,577.90	208	42.75	1,160.24	11,240.24
107004...	19.25	136	52.16	1,004.08	168	42.75	822.94	6,468.00
107005...	94.89	1,761	117.99	11,196.07	880	83.12	7,887.26	167,101.29
107006...	50.96	1,162	92.34	4,705.64	581	68.12	3,471.40	59,215.62
107007...	6.71	165	42.75	286.85	82	42.75	286.85	1,107.15
107008...	92.48	10,231	226.57	20,953.19	5,115	172.00	15,006.56	946,162.86
107009...	22.43	362	53.87	1,208.30	181	42.75	958.88	6,119.66
107010...	26.35	52	42.75	1,126.46	26	42.75	1,126.46	1,350.30
107011...	439.49	411,838	4,518.67	1,985,910.27	205,919	2,319.00	1,019,177.31	180,986,682.02

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
107012...	21.39	1,225	\$94.91	\$2,030.12	612	\$99.12	\$1,478.48	26,202.75
107013...	102.41	7,881	201.78	20,664.28	3,940	156.62	16,039.45	807,093.21
107014...	86.34	616	68.40	5,905.65	308	51.75	4,468.09	53,185.44
107015...	11.30	1,352	100.04	1,130.45	676	72.12	814.95	15,277.60
107016...	29.51	25,498	389.88	11,505.35	12,749	256.11	7,557.81	752,445.98
107017...	54.24	594	67.55	3,663.91	297	50.75	2,752.68	32,218.56
107018...	77.62	5,020	171.00	13,273.02	2,510	136.25	10,575.73	389,652.40
107019...	91.15	1,435	103.46	9,430.37	717	74.12	575.73	130,800.25
107020...	5.86	4,412	162.45	951.95	2,206	131.25	769.13	25,854.32
107021...	9.58	294	48.74	466.92	147	42.75	409.55	2,816.52
107022...	127.60	3,023	142.79	18,220.00	1,511	106.87	13,636.61	385,734.80
107023...	3.52	56	42.75	150.48	28	42.75	150.48	197.12
107024...	62.59	1,557	108.50	6,796.64	778	77.12	4,826.94	97,452.63
107025...	15.13	746	74.39	1,125.52	373	56.75	858.63	11,286.98
107026...	192.43	19,778	328.32	63,178.61	9,889	224.74	43,246.72	3,805,880.54
107027...	22.87	463	60.71	1,388.43	231	44.75	1,023.43	10,588.81
107028...	142.59	7,035	192.38	27,431.46	3,517	149.62	21,334.32	1,003,120.65
107029...	19.37	304	55.58	1,076.58	192	42.75	828.07	7,438.08
107030...	15.29	303	49.59	758.23	151	42.75	653.65	4,632.87
107031...	22.05	307	49.59	1,093.45	153	42.75	942.64	6,709.35
107032...	14.92	991	84.65	1,262.97	495	66.75	995.91	14,785.72
107033...	10.74	20	42.75	459.13	10	42.75	459.13	214.80
107034...	180.35	1,440	104.31	18,812.30	720	75.12	13,547.89	259,704.00
107035...	25.27	896	80.37	2,030.94	448	62.75	1,585.69	22,641.92
107036...	142.48	7,172	194.09	27,653.94	3,586	150.62	21,460.33	1,021,866.56
107037...	38.08	4,026	156.47	5,958.37	2,013	128.25	4,883.76	153,310.08
107038...	20.65	310	50.45	1,041.79	155	42.75	862.79	6,401.50
107039...	12.26	340	52.16	639.48	170	42.75	524.12	4,168.40
107040...	2.74		42.75	117.13				
107041...	83.97	2,551	135.95	11,415.72	1,275	98.50	8,271.05	214,207.47
107042...	34.53	2,243	131.67	4,546.56	1,121	91.50	3,159.50	77,450.79
107043...	22.02	760	75.24	1,656.78	380	57.75	1,271.66	16,735.20
107044...	17.10	1,122	90.63	1,549.77	561	67.12	1,147.75	19,186.20
107045...	95.02	4,035	156.47	14,867.77	2,017	128.25	12,186.32	383,405.70
107046...	44.94	1,377	100.89	4,533.99	688	73.12	3,286.01	61,882.38
107047...	1.52	73	42.75	64.98	36	42.75	64.98	110.96
107048...	273.08	2,049	128.25	35,022.51	1,024	86.50	23,621.42	559,540.92
107049...	14.88	188	42.75	636.12	94	42.75	636.12	2,697.44
107050...	18.01	546	65.84	1,185.77	273	48.75	877.99	9,833.46
107051...	13.74	155	42.75	587.38	77	42.75	587.38	2,129.70
107052...								
107053...	119.01	2,189	130.82	15,568.88	1,094	89.50	10,651.40	260,512.89
107054...	7.56	187	42.75	323.19	93	42.75	323.19	1,413.72
107055...	49.63	622	69.26	3,437.37	311	51.75	2,568.35	30,969.86
107056...								
107057...	31.10	1,239	94.91	2,951.70	619	69.12	2,149.63	38,532.90
107058...	122.09	5,789	178.70	21,817.48	2,894	142.25	17,367.30	706,779.01
107059...								
107060...	5.05	2,077	129.11	652.00	1,038	86.50	436.83	10,488.85
107061...	137.61	7,098	193.23	26,590.38	3,549	149.62	20,589.20	976,755.78
107062...	9.99	2,003	128.25	1,281.21	1,001	85.50	854.15	20,069.97
107063...	69.22	7,151	193.23	13,375.38	3,575	150.62	10,425.92	494,992.22
107064...	114.66	4,052	157.32	18,038.31	2,026	128.25	14,705.15	464,092.32
107065...	10.18	322	51.30	522.23	161	42.75	435.20	3,277.96
107066...	1.66	12,890	254.79	422.95	6,445	189.00	313.74	21,395.40
107067...	6.38	66	42.75	272.74	33	42.75	272.74	421.08
107068...	13.92	867	79.52	1,106.91	433	61.75	839.56	12,088.64
107069...	17.80	248	46.17	821.82	124	42.75	740.95	4,414.40
107070...	8.26	548	65.84	543.83	274	48.75	402.68	4,526.48
107071...	43.88	506	64.12	2,813.58	253	46.75	2,051.39	22,203.28
107072...	59.50	2,907	141.08	8,394.26	1,453	107.50	6,396.25	172,966.50
107073...	107.16	1,719	115.43	12,369.47	859	81.12	8,692.82	184,208.04
107074...	12.65	169	42.75	540.78	84	42.75	540.78	2,137.85
107075...	2.97	23	42.75	126.96	11	42.75	126.96	68.31
107076...	19.27	277	47.88	922.64	138	42.75	823.79	5,337.79
107077...	13.04	246	45.32	590.97	123	42.75	557.46	3,207.84
107078...	24.80	252	47.88	1,187.42	141	42.75	1,060.20	6,993.60
107079...	37.08	282	43.61	1,617.05	111	42.75	1,585.17	8,231.76
107080...	118.58	708	72.68	8,618.39	354	54.75	6,492.26	83,954.64
107081...	26.19	1,713	115.43	3,023.11	856	81.12	2,124.53	44,803.47
107082...	15.39	532	64.98	1,000.04	266	47.75	734.87	8,187.48
107083...	33.20	1,309	98.33	3,264.55	654	71.12	2,361.18	43,458.80
107084...	117.05	987	84.65	9,908.25	493	66.75	7,813.09	115,528.35

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A¹.						Table B¹.
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
107085...	57.96	578	\$66.69	\$3,865.35	289	\$49.75	\$2,883.51	33,500.88
107086...	16.41	742	74.39	1,220.73	371	56.75	931.27	12,176.22
107087...	92.19	5,936	180.41	16,631.99	2,968	144.25	13,298.41	547,239.84
107088...	61.01	3,112	143.64	8,763.47	1,556	108.87	6,642.16	189,843.12
107089...	43.07	735	73.53	3,166.93	367	55.75	2,401.15	31,656.45
107090...	33.52	137	42.75	1,432.98	68	42.75	1,432.98	4,592.24
107091...	60.46	2,499	134.24	9,324.31	1,239	96.50	6,702.89	97,821.34
107092...	13.59	237	45.32	615.89	118	42.75	580.97	3,220.83
107093...	99.47	3,418	147.92	14,713.60	1,709	116.87	11,625.06	339,988.46
107094...	14.87	1,061	88.07	1,309.60	530	65.12	968.33	15,777.07
107095...	57.76	897	80.37	4,642.17	448	62.75	3,624.44	51,810.72
107096...	9.88	444	59.85	591.37	222	43.75	432.25	4,386.72
107097...	1.08	15	42.75	46.17	7	42.75	46.17	16.20
107098...	13.38	913	81.23	1,086.85	406	59.75	799.46	12,215.94
107099...								
107100...	5.56	605	68.40	380.30	302	50.75	282.17	3,363.80
107101...	32.28	724	73.53	2,333.54	362	55.75	1,799.61	23,300.72
107102...	228.90	1,817	119.70	27,399.33	908	84.12	19,255.07	415,911.30
107103...	228.90	1,817			908	84.12	19,255.07	415,911.30
107104...	186.24	1,442	104.31	19,426.69	721	75.12	13,990.35	268,558.08
107105...	4.67	57	42.75	199.64	28	42.75	199.64	266.19
107106...	73.26	584	67.55	4,948.71	292	49.75	3,644.69	42,783.84
107107...	7.31	17,103	300.10	2,193.73	8,551	211.37	1,545.11	125,622.93
107108...								
107109...	410.23	20,718	338.58	138,895.67	10,359	229.74	94,248.20	8,499,145.14
107110...	24.84	9,287	216.32	5,333.38	4,643	168.62	4,188.52	230,689.08
107111...	21.75	505	64.12	1,394.61	252	46.75	1,016.81	10,983.75
107112...	20.22	405	57.29	1,158.40	202	42.75	864.41	8,189.10
107113...	3.97	601	68.40	271.54	301	50.75	201.48	2,385.97
107114...								
107115...	78	24,515	378.76	295.43	12,257	250.11	195.09	19,366.85
107116...	16.00	457	60.71	671.36	228	44.75	716.00	7,312.00
107117...	15.73	736	73.53	1,156.62	368	56.75	892.68	11,577.28
107118...	5.92	44	42.75	253.08	22	42.75	253.08	270.48
107119...	15.11	530	64.98	981.84	268	47.75	721.50	8,098.96
107120...	174.64	3,477	148.77	25,981.19	1,738	117.87	20,584.82	607,223.28
107121...	4.27	308	50.45	215.42	154	42.75	182.54	1,315.16
107122...	14.69	125	42.75	627.99	62	42.75	627.99	1,836.25
107123...	46.80	868	79.52	3,215.53	434	61.75	2,889.90	40,622.40
107124...	99.00	97	83.79	8,295.21	488	66.75	6,608.25	967.23
107125...	9.33	1,467	105.17	981.23	733	75.12	700.87	13,687.11
107126...								
107127...	4.40	819	76.95	338.58	409	59.75	262.90	3,603.60
107128...	57.66	526	64.98	3,746.74	263	47.75	2,753.27	30,329.16
107129...	5.15	307	49.50	255.38	153	42.75	220.16	1,500.05
107130...	142.30	7,699	199.00	23,349.00	3,849	154.62	22,002.43	1,095,567.70
107131...	48.22	1,709	115.43	5,566.03	854	81.12	3,911.61	82,407.96
107132...	8.95		42.75	382.61				
107133...	22.33	170	42.75	954.60	85	42.75	954.60	3,796.10
107134...	38.16	2,305	132.53	5,057.34	1,152	92.50	3,529.80	8,958.79
107135...	46.14	416	58.14	2,682.57	208	42.75	1,972.49	19,194.24
107136...	34.94	259	46.17	1,613.17	129	42.75	1,493.68	9,049.46
107137...	7.39	1,236	94.91	701.38	618	60.12	510.80	9,134.04
107138...	52.30	4,557	48.73	2,548.57	2,278	132.25	6,916.67	238,331.10
107139...	17.04	686	71.82	1,223.81	343	53.75	915.90	11,629.44
107140...	67.36	330	51.30	3,455.56	165	42.75	2,879.64	22,228.80
107141...								
107142...	12.93	396	5.99	77.45	198	42.75	552.76	5,220.28
107143...	12.26	359	53.87	660.44	179	42.75	524.11	4,463.34
107144...	17.95	51	42.75	767.36	25	42.75	767.36	915.45
107145...	54.84	427	58.14	3,188.39	213	43.75	2,344.41	23,416.68
107146...	13.55	1,830	120.56	1,638.58	915	84.12	1,139.82	24,796.50
107147...	15.13	6,320	123.12	1,141.92	3,160	147.25	2,227.89	95,621.60
107148...	10.48	481	62.42	654.16	240	45.75	494.46	5,040.88
107149...	54.75	176	42.75	2,340.56	88	42.75	2,340.56	9,636.60
107150...	3.30		42.75	141.07				
107151...								
107152...	38.19	46	62.42	2,383.81	238	45.75	1,747.19	18,178.44
107153...	2.14	252	46.17	98.80	126	42.75	91.48	539.28
107154...	19.85	366	53.87	1,069.31	183	42.75	848.59	7,265.10
107155...	19.62	142	42.75	834.75	71	42.75	838.75	2,786.04
107156...	6.28	386	55.58	349.04	193	42.75	284.47	2,424.08
107157...	2.41	1,608	111.15	267.87	804	79.12	180.68	3,875.28

## SECOND-CLASS MAIL MATTER.

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Table A <sup>1</sup> .									Table B <sup>1</sup> .	
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.		
1	2	3	4	5	6	7	8	9		
		Pounds.			Pounds.					
107158										
107159										
107160	176.66	12,780	\$253.93	\$44,859.27	6,390	\$188.00	\$33,212.08	2,257,714.80		
107161	29.08	1,091	86.92	2,585.79	545	66.12	1,922.76	31,726.28		
107162										
107163	10.32	313	50.45	520.64	156	42.75	441.18	3,230.16		
107164	69.84	1,296	97.47	6,807.30	648	71.12	4,967.02	90,512.64		
107166	12 14	2,774	138 51	1,273 17	1,387	104 50	1,268 63	33,676.36		
107168	6 32	703	72 68	459.33	351	54 75	346 02	4,442.96		
107171	11 32	441	50 85	677.50	220	43 75	495 25	4,992.12		
107173	29 96	431	59 00	1,767 64	215	43 75	1,310 75	12,912 76		
107176	11 52	143	42 75	492 48	71	42 75	462 48	1,647 36		
107179	26 33	175	42 75	1,125 60	87	42 75	1,125 60	4,607 75		
107181	6 23	193	42 75	266 33	96	42 75	266 33	1,202 39		
107191	3 69	234	44 46	164 05	117	42 75	157 75	863.46		
107192	56 74	567	66 69	3,783 99	283	48 75	2,760 07	32,171.58		
107193	10 48	6,351	184 68	1,935 44	3,175	147 25	1,543 18	66,558 48		
108001	73 67	13,494	261 63	19,274 28	6,747	192 00	14,144 64	594,102 98		
108004	90 28	498.874	5,448 91	491,927 59	249,437	2,783.14	251,261 88	45,038,343 72		
108005	61 91	1,845	121 41	7,516 49	922	85 12	5,269.78	114,223 95		
108006	25 85	2,173	129 96	3,359 46	1,086	89 50	2,313 57	56,172 05		
108007	8 42	114	42 75	359 95	57	42 75	359 95	959 88		
108008	67 85	3,665	151.34	10,268 41	1,832	122 87	8,330 73	248,670 25		
108009	12 70	375	54 72	694.94	187	42 75	542 92	4,762 50		
108010	8 37	117	42 75	357 81	58	42 75	357 81	679.29		
108011	6 94	177	42 75	296 68	88	42 75	296 68	1,228 38		
108012	9 86	145	42 75	421 51	72	42 75	421 51	1,429 70		
108013	37 21	7,725	200 07	7,444 60	3,862	155 62	5,790 62	287,447 25		
108014	13 31	135	42 75	569 00	67	42 75	569 00	1,796 85		
108015	59 17	4,531	164 16	9,713 34	2,265	132 25	7,825 23	268,059.27		
108016	3 88	44	42 75	165 87	22	42 75	165 87	170.72		
108017	27 83	1,535	107 73	2,998.12	767	77 12	2,146 24	42,719 05		
108018	8 93	34	42 75	381 75	17	42 75	381 75	303.62		
108019	34 07	472	61 56	2,097 34	236	45 75	1,558 70	16,081.04		
108020	7 62	133	42 75	325 75	66	42 75	325 75	1,013 46		
108021	17 32	422	58 14	1,006 98	211	42 75	740 43	7,309 04		
108022	22 26	1,133	90 63	2,017 42	566	67 12	1,494 09	25,220.58		
108023	33 48	627	66 26	2,318 82	303 23	51 75	1,732 59	20,991 96		
108024	41 52	915	81 23	3,372 66	457	63 75	2,646 90	37,990.80		
108025	25 28	407	57 29	1,448 29	203	42 75	1,080 72	10,288 96		
108026	3 90	45	42 75	166 72	22	42 75	166 72	175.50		
108027	5 57	1,111	89.78	500 07	555	66 12	368 28	6,188 27		
108028	14 33	609	68 40	980 17	304	50 75	727 24	8,726 97		
108029	10 14	1,668	113.72	1,153 12	834	80 12	812 41	16,913.52		
108030	11 40	355	53.01	604.31	177	42 75	487.35	4,047.00		
108031										
108032	29.62	432	59.00	1,747.58	216	43.75	1,295.87	12,795.84		
108033										
108034	47.05	640	70.11	3,298.67	320	52.75	2,481.88	30,112.00		
108035	19.73	183	42.75	843.45	91	42.75	843.45	3,610.59		
108036	22.76	554	65.84	1,498.51	277	48.75	1,109.55	12,609.04		
108037	87.43	1,335	99.18	8,671.30	667	72 12	6,305 45	116,719 05		
108038	7 23	904	81 23	587 29	452	63 75	460 91	6,535 92		
108039	20 34	413	57 29	1,165 27	206	42 75	869 53	8,400 42		
108040	34 15	260	47 03	1,606 07	130	42 75	1,459 91	8,879 00		
108041	82 55	2,991	141 93	11,716 32	1,495	109 50	9,039 22	246,607 05		
108042	12 47	74	42 75	533 09	37	42 75	573 09	922 78		
108043	12 52	617	68 40	856 36	308	51 75	647 91	7,724 84		
108044	3 67	205	42 75	156 89	202	42 75	156 89	752 35		
108045	12 19	284	48 74	504 14	142	42 75	521 12	3,461 96		
108046	6 42	817	76 95	494 01	408	59 75	383 50	5,245 14		
108047	8 47	44	42 75	362 09	22	42 75	362 09	372 68		
108048	6 33	269	47 03	297 69	134	42 75	270 60	1,702 77		
108049	95 15	635	69 26	6,560 08	317	51 75	4,924 01	60,420 25		
108050	22 32	815	76 95	1,717 52	407	59 75	1,333 62	18,190 80		
108051	21 06	1,874	122 27	2,575 00	937	85 12	1,792 62	39,416 44		
108052	63 26	323	51 30	3,245 23	161	42 75	2,704 36	20,432 98		
108053	3 63	1,356	100 04	363 14	678	72 12	261 79	4,922 28		
108054	47 11	557	65 84	3,101 72	278	48 75	2,296 61	26,240 27		
108055	9 82	4,667	165 87	1,628 84	2,333	133 25	1,308 51	45,829 64		
108056	4 04	298	49 59	200 34	149	42 75	172 71	1,203 92		
108057	9 96	119	42 75	425 79	59	42 75	425 79	1,185 24		
108058	47 51	287	48 74	2,315 63	143	42 75	2,031 05	13,635 37		
108059	3 06	56	42 75	130 81	28	42 75	130 81	171 36		



## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Average daily weight.	Table A1.					Table B1.
			Present pay per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over en. lire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
109060.	15.48	220	\$43.61	\$675.08	110	\$42.75	\$661.77	3,405.60
109061.	7.15	206	42.75	305.66	103	42.75	305.66	1,472.90
109062.	16.43	56	42.75	702.38	28	42.75	702.38	920.08
109063.	2.67	96	42.75	114.14	48	42.75	114.14	256.32
109064.	5.74	349	53.01	304.27	174	42.75	245.38	2,003.26
109065.	25.90	467	61.56	1,594.40	233	44.75	1,159.02	12,095.30
109066.	2.61	25	42.75	111.57	12	42.75	111.57	65.25
109067.	54.31	299	49.59	2,693.23	149	42.75	2,321.75	16,238.69
109068.	12.91	76	42.75	551.90	38	42.75	551.90	981.16
109069.	21.80	666	70.97	1,547.14	333	53.75	1,171.75	14,518.80
109070.								
109071.	4.39	149	42.75	187.67	74	42.75	187.67	654.11
109072.	57.35	572	66.69	3,824.67	286	49.75	2,853.16	32,804.20
109073.	12.20	201	42.75	521.55	100	42.75	521.55	2,452.20
109074.								
109075.	4.06	148	42.75	173.56	74	42.75	173.56	600.88
109076.	13.77	221	43.61	600.50	110	42.75	588.66	3,043.17
109077.								
109078.								
109079.	7.51	574	66.69	500.84	287	49.75	373.62	4,310.74
109080.	4.44	65	42.75	189.81	32	42.75	189.81	288.60
109081.								
109082.								
109083.	27.75	203	42.75	1,186.31	101	42.75	1,186.31	5,633.25
109084.	1.71	86	42.75	73.10	42	42.75	73.10	145.35
110001.	353.93	362,006	3,986.01	1,410,768.51	181,003	2,051.56	726,108.63	128,124,783.58
110002.	12.53	3,137	143.64	1,842.90	1,568	109.87	1,409.63	40,247.71
110003.	27.80	6,353	184.68	5,134.10	3,176	147.25	4,093.55	165,613.40
110004.	56.62	20,408	335.16	18,976.75	10,204	228.74	12,951.25	1,155,500.96
110005.	210.25	5,548	176.13	37,031.33	2,774	140.25	29,487.56	1,166,467.00
110006.	40.59	31,990	459.13	18,636.08	15,995	289.85	11,765.01	1,298,474.10
110007.	17.25	170	42.75	737.43	85	42.75	737.43	2,832.50
110008.	58.37	1,921	124.83	7,286.32	970	87.12	5,085.19	112,128.77
110009.	24.74	717	72.68	1,798.10	858	81.12	2,006.90	17,738.58
110010.	270.64	22,147	353.97	95,798.44	11,073	235.11	63,630.17	5,993,964.08
110010.	270.64	22,147			11,073	235.11	63,630.17	5,993,964.08
110011.	24.75	614	68.40	1,692.90	307	50.75	1,256.06	15,196.30
110012.	8.56	14	42.75	365.94	7	42.75	365.94	119.84
110013.	21.20	156	42.75	906.30	78	42.75	906.30	3,307.20
110014.	3.68	170	42.75	157.32	85	42.75	157.32	625.60
110015.	44.79	443	59.85	2,680.68	221	43.75	1,959.56	19,841.97
110016.	23.40	1,634	112.01	2,621.03	817	79.12	1,851.40	38,235.60
110017.	80.07	4,770	167.58	13,418.13	2,385	134.25	10,749.39	381,933.90
110018.	35.35	5,032	171.00	5,995.00	2,516	136.25	4,816.43	177,881.30
110019.	20.65	1,444	104.31	2,154.00	722	75.12	1,551.22	29,818.60
110020.	64.66	839	77.81	5,031.19	419	60.75	3,928.09	54,249.74
110021.	78.86	13,300	259.02	20,497.29	6,680	192.00	15,141.12	1,053,599.60
110022.	247.97	8,451	207.77	51,520.72	4,225	161.62	40,076.91	2,095,594.47
110023.	27.88	1,408	102.60	2,870.48	704	74.12	2,066.46	39,255.04
110024.	11.75	1,185	93.20	1,095.10	592	68.12	800.41	13,923.75
110025.	50.45	746	74.39	3,755.95	373	56.75	2,863.03	37,635.70
110026.								
110027.	31.88	2,244	131.67	4,197.63	1,122	91.50	2,917.02	71,538.72
110028.	58.95	169	42.75	2,520.11	84	42.75	2,520.11	9,962.55
110029.	7.68	351	53.01	407.11	175	42.75	328.32	2,495.68
110030.	116.40	3,725	152.19	17,714.91	1,882	124.87	14,534.86	433,590.00
110031.	40.31	612	68.40	2,757.20	306	50.75	2,045.73	24,699.72
110032.	69.38	1,308	98.33	6,822.13	654	71.12	4,934.30	90,749.04
110033.	7.31	184	42.75	312.50	92	42.75	312.50	1,345.04
110034.	45.22	1,739	116.28	5,258.18	869	83.12	3,713.46	78,737.38
110035.	52.89	1,798	118.85	6,285.97	899	83.12	4,396.21	95,096.22
110036.	28.51	793	76.10	2,119.61	396	58.75	1,674.96	22,084.43
110037.	50.50	1,555	108.59	5,483.79	777	77.12	3,894.56	78,527.50
110038.	55.09	1,705	115.43	6,359.03	852	81.12	4,478.90	93,928.45
110039.	68.80	2,091	137.66	9,471.00	1,345	102.50	7,052.00	185,140.80
110040.	67.00	5,532	176.13	11,906.38	2,266	132.25	8,940.10	373,983.20
110041a.	5.03	10,143	108.58	29,501.61	5,071	171.00		
110042.	19.14	2,317	132.53	2,536.62	1,158	92.50	1,770.45	44,347.38
110043.	36.47	743	74.39	2,713.00	371	56.75	2,069.67	27,097.21
110044.	112.10	3,055	142.79	16,006.75	1,527	107.87	12,092.22	342,465.50
110045.	89.13	1,950	125.69	11,202.74	975	87.12	7,765.00	173,803.50

\* Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A1.						Table B1.
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
110046...	30.41	86	\$42.75	\$1,300.02	43	\$42.75	\$1,300.02	24,510.46
110047...	39.66	515	64.12	2,542.99	257	46.75	1,854.10	20,424.90
110048...	18.55	318	50.45	935.84	159	42.75	793.01	5,898.90
110049...	12.91	439	59.00	761.69	219	43.75	564.81	5,667.49
110050...	10.32	289	47.88	494.12	140	42.75	441.18	2,898.92
110051...	8.03	115	42.75	343.24	57	42.75	343.28	923.45
110052...	31.61	632	69.26	2,189.30	316	51.75	1,635.81	19,977.52
110053...	22.09	1,006	85.50	1,888.69	503	64.12	1,416.41	22,222.54
110054...	64.80	404	57.29	3,712.39	202	42.75	2,770.20	26,179.20
110055...	23.88	4,333	160.74	3,838.47	2,166	130.25	3,110.37	103,472.04
110056...	38.60	822	77.81	3,003.46	411	59.75	2,306.35	31,729.20
110057...	13.19	394	56.43	744.31	197	42.75	563.87	5,196.86
110058...	5.55	299	47.03	261.01	134	42.75	237.26	1,462.95
110059...	42.98	444	59.85	2,572.35	222	43.75	1,880.37	19,063.12
110060...	79.11	505	64.12	5,072.53	252	46.75	3,698.39	39,950.55
110061...	5.78	477	62.42	360.78	238	45.75	264.43	2,757.06
110062...	4.77	273	47.88	228.38	136	42.75	203.91	1,302.21
110063...	150.62	41,083	556.60	83,835.09	20,541	339.59	51,149.04	6,187,921.46
110064...	39.79	964	83.79	3,334.00	482	65.75	2,616.19	38,357.56
110065...	16.17	232	44.46	718.91	116	42.75	691.26	3,751.44
110066...	11.66	222	43.61	508.49	111	42.75	498.46	2,588.52
110067...	70.41	1,478	105.17	7,405.01	739	75.12	5,289.20	104,065.98
110068...	8.90	967	83.79	745.73	483	65.75	585.17	8,006.30
110069...	43.40	184	42.75	1,855.35	92	42.75	1,855.35	7,985.60
110070...	45.90	1,406	102.60	4,709.34	703	74.12	3,402.10	64,535.40
110071...	20.16	661	70.11	1,413.41	325	52.75	1,063.44	13,124.16
110072...	45.13	938	82.08	3,704.27	469	64.75	2,922.16	42,331.94
110073...	89.64	6,790	189.81	17,014.56	3,395	151.25	13,558.05	608,655.60
110074...	10.94	448	59.85	654.75	224	44.75	489.56	6,001.12
110075...	10.45	1,189	93.20	973.94	594	68.12	711.85	12,424.05
110076...	109.94	2,406	133.38	14,663.79	1,203	95.50	10,469.27	264,515.64
110077...	17.16	385	55.58	953.75	192	42.75	733.59	6,606.80
110078...	28.13	355	53.01	1,491.17	177	42.75	1,202.55	9,996.15
110079...	9.93	257	46.17	458.46	128	42.75	424.50	2,552.01
110080...	8.84	747	74.39	657.60	373	56.75	501.67	6,603.48
110081...	54.44	4,052	157.32	8,564.50	2,026	128.25	6,981.93	220,590.88
110082...	3.96	64	42.75	169.29	32	42.75	169.29	2,717.68
110083...	17.49	87	42.75	747.69	43	42.75	747.69	1,521.63
110084...								
110085...	29.75	321	51.30	1,526.17	160	42.75	1,271.81	9,549.75
110086...	137.48	798	75.24	10,343.99	384	57.75	7,939.47	105,584.64
110087...	65.32	1,321	99.18	6,478.43	660	72.12	4,710.87	86,287.72
110088...	2.02	233	44.46	89.80	116	42.75	86.35	470.76
110089...	42.07	299	48.74	2,050.49	144	42.75	1,798.49	12,158.23
110090...	8.44	322	51.30	432.97	161	42.75	360.81	2,717.68
110091...	22.02	147	42.75	941.35	73	42.75	941.35	3,236.94
110092...								
110093...	8.98	71	42.75	383.80	35	42.75	383.80	637.58
110094...	17.52	112	42.75	748.98	56	42.75	748.98	1,982.24
110095...	5.90	143	42.75	252.22	71	42.75	252.22	843.70
110096...	37.92	767	75.24	2,853.10	383	57.75	2,189.88	29,084.64
110097...	9.80	108	42.75	418.95	54	42.75	418.95	1,058.40
110098...	11.31	88	42.75	483.50	44	42.75	483.50	995.28
110099...	21.03	310	50.45	1,060.96	155	42.75	899.03	6,519.30
110100...	15.70	363	53.87	845.75	181	42.75	671.17	5,699.10
110101...	9.37	100	42.75	400.56	50	42.75	400.56	937.00
110102...	2.13	51	42.75	133.80	25	42.75	133.80	159.63
110103...	49.40	20,820	339.43	16,767.84	10,410	230.74	11,398.55	1,028,508.00
110104...	44.66	2,665	137.66	6,147.89	1,332	101.60	4,532.99	119,018.90
110105...	33.71	159	42.75	1,441.10	79	42.75	1,441.10	5,395.89
110106...	15.18	534	64.98	986.39	267	47.75	724.84	8,106.12
110107...	21.15	297	49.59	1,048.82	148	42.75	904.16	6,281.55
110108...	44.60	564	66.66	2,974.37	282	48.75	2,174.25	25,154.40
110109...	25.77	444	59.85	1,542.33	222	43.75	1,127.43	11,441.88
110110...								
110111...	4.00	114	42.75	172.71	57	42.75	172.71	460.56
110112...	3.04	30	42.75	128.25	15	42.75	128.25	90.00
110113...	25.43	142	42.75	1,087.13	71	42.75	1,087.13	3,611.06
110114...	29.51	1,773	117.99	3,481.88	886	83.12	2,452.87	52,321.23
110115...	4.51	121	42.75	192.80	60	42.75	192.80	545.71
110116...	27.79	672	70.97	1,972.25	336	53.75	1,493.71	18,074.88
110117...	20.47	524	64.98	1,330.14	262	47.75	977.44	10,726.28
110118...	10.78	354	53.01	571.44	177	42.75	460.84	3,816.12

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A¹.					Table B¹	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over en route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
110119.	6.97	541	\$65.84	\$458.90	270	\$47.75	\$332.81	3,770.77
110120.	1.03	104	42.75	44.03	52	42.75	44.03	107.12
110121.								
110122.	15.01	319	50.45	757.25	159	42.75	641.67	4,798.19
110123.	68.00	20,009	330.88	22,499.84	10,004	225.74	15,350.32	1,960,612.00
110124.	44.14	283	47.88	2,113.42	141	42.75	1,886.98	12,491.62
110125.	57.78	6,263	183.83	10,621.69	3,131	146.25	8,450.32	361,876.14
110126.	1.26	127	42.75	53.86	63	42.75	53.86	160.02
110127.	12.80	181	42.75	547.20	90	42.75	547.20	2,316.80
110128.	26.91	661	70.97	1,909.80	330	52.75	1,419.50	17,787.51
110129.	8.54	62	42.75	365.08	31	42.75	365.00	528.48
110130.	2.58	125	42.75	110.29	62	42.75	110.29	322.50
110131.	26.56	89	42.75	1,135.44	44	42.75	1,135.44	2,363.84
110132.	18.78	101	42.75	802.84	50	42.75	802.84	1,906.78
110133.	3.45	43	42.75	147.48	21	42.75	147.48	148.35
110134.	3.43	664	70.97	243.42	332	53.75	184.36	2,277.32
110135.	26.33	230	44.46	1,170.63	115	42.75	1,125.60	6,055.90
110136.	3.82	89	42.75	163.30	44	42.75	163.30	339.98
110137.	8.76	666	70.97	621.69	333	53.75	470.85	5,834.16
110138.	5.77	129	42.75	246.66	64	42.75	246.66	744.31
110139.	40.96	957	82.94	3,397.22	478	65.75	2,693.12	39,198.72
110140.	.09	81	42.75	42.32	40	42.75	42.32	80.19
110141.	10.35	104	42.75	442.46	52	42.75	442.46	1,076.40
110142.								
110143.	5.39	204	42.75	230.42	102	42.75	230.42	1,069.56
110144.	40.87	603	68.40	2,795.50	301	50.75	2,074.15	24,644.61
110145.	2.56	520	64.98	166.34	260	47.75	122.24	1,371.20
110146.	17.39	864	79.52	1,382.85	432	61.75	1,073.83	15,024.96
110147.	13.06	99	42.75	558.31	49	42.75	558.31	1,292.94
110148.	10.74	231	44.46	477.50	115	42.75	459.13	2,490.94
110149.	12.19	144	42.75	521.12	72	42.75	521.12	1,753.36
110150.	8.03	36	42.75	343.28	18	42.75	343.28	289.08
110151.	6.93	257	46.17	319.95	128	42.75	296.25	1,781.01
110152.	10.34	194	42.75	442.03	97	42.75	442.03	2,005.96
110153.	67.38	302	46.59	3,341.37	151	42.75	2,880.49	20,348.76
110154.	16.86	71	42.75	720.76	35	42.75	720.76	1,197.06
110155.								
110156.	2.90	2,262	131.67	381.84	1,131	91.50	265.35	6,539.80
110157.	11.51	494	63.27	728.23	247	45.75	526.58	5,681.94
110158.								
110159.	59.25	826	77.81	4,610.24	413	59.75	3,540.18	48,940.50
110160.								
110161.	4.09	170	42.75	174.84	85	42.75	174.84	695.30
110162.								
110163.	2.62	39	42.75	112.00	19	42.75	112.00	102.18
110164.	42.51	418	58.14	2,471.53	209	42.75	1,817.30	17,769.18
110165.	61.88	1,790	118.85	7,354.43	895	83.12	5,143.46	110,765.20
110166.	22.54	444	59.85	1,349.01	222	43.75	986.12	10,007.76
110167.	10.53	154	42.75	450.15	77	42.75	450.15	1,621.62
110168.	28.04	194	42.75	1,198.71	97	42.75	1,198.71	5,439.76
110169.	17.94	870	79.52	1,426.58	435	61.75	1,107.79	15,607.80
110170.								
110171.	62.59	338	52.16	3,264.69	169	42.75	2,675.72	21,553.42
110172.	28.88	527	64.98	1,876.62	263	47.75	1,379.02	15,219.76
110173.								
110174.	39.20	664	70.97	2,782.02	332	53.75	2,107.00	26,028.80
110175.	10.92	440	59.85	653.56	220	43.75	477.75	4,804.80
110176.	8.37	213	43.61	365.01	106	42.75	357.81	1,782.81
110177.	2.17	69	42.75	92.76	34	42.75	92.76	149.73
110178.	4.95	88	42.75	211.61	44	42.75	211.61	435.60
110179.								
110180.	7.00	49	42.75	299.25	24	42.75	299.25	343.00
110181.	5.36	23	42.75	229.14	11	42.75	229.14	123.28
110182.	4.91	194	42.75	209.90	97	42.75	209.90	952.54
110183.	13.75	290	48.74	670.17	145	42.75	587.81	3,967.50
110184.								
110185.								
110186.	2.53	26	42.75	108.15	13	42.75	108.15	65.78
110187.	40.09	1,350	100.04	4,010.60	675	72.12	2,891.29	54,121.50
110188.	16.36	22	42.75	699.39	11	42.75	679.59	359.92
110189.	37.82	504	64.12	2,425.01	252	46.75	1,768.06	19,061.28
110190.	5.77	19,679	327.46	1,889.44	9,839	223.74	1,290.97	113,547.83
110191.	19.85	250	46.17	916.47	125	42.75	848.58	4,962.50
110192.	12.25	107	42.75	523.68	53	42.75	523.68	1,310.75

## SECOND-CLASS MAIL MATTER.

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Table A <sup>1</sup> .							Table B <sup>1</sup> .	
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over en route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
110183...	15 27	13	\$42.75	\$652.79	6	\$42.75	\$652.79	198.51
110194...	37.53	108	42.75	1,604.40	54	42.75	1,604.40	4,053.24
110195...								
110196...	16 37	162	42.75	699.81	81	42.75	699.81	2,651.94
110197...	17 10	46	42.75	731.02	23	42.75	731.02	786.60
110198...	41.65	314	50.45	2,101.24	157	42.75	1,780.53	13,078.10
110199...	11 20	586	67.55	756.56	293	49.75	557.20	6,563.20
110200...	6 00	77	42.75	256.50	38	42.75	256.50	42.00
110201...	12 88	33	42.75	550.62	16	42.75	550.62	425.04
110202...	18 67	194	42.75	798.14	97	42.75	718.14	3,621.98
110203...	121 65	1,723	116.28	14,145.46	861	82.12	9,989.89	209,602.95
110204...	4 81	279	7.88	230.30	139	42.75	205.62	1,341.99
110205...	28 03	237	45.32	1,270.31	118	42.75	1,198.28	6,643.11
110206...	1 20	36	42.75	51.30	18	42.75	51.30	43.20
110207...								
110208...								
110209...	4 14	147	42.75	176.98	73	42.75	176.98	608.58
110210...	4 94	40	42.75	211.18	20	42.75	211.18	197.60
110211 a	8 34	68	42.75	366.55	34	42.75		
	8 90		2.57					
110212...	19 56	458	60.71	1,187.48	229	44.75	875.31	8,958.48
110213...	28 78	301	49.59	1,427.20	150	42.75	1,230.34	8,662.78
110214...	1 14		42.75	48.73				
110215...	5 28	198	42.75	225.72	99	42.75	225.72	1,045.44
110216...								
110217...	8 40	737	73.53	617.65	368	56.75	476.70	6,190.80
110218...	7 61	579	66.69	507.51	289	49.75	378.59	4,406.19
110219...	11 65	200	42.75	418.03	100	42.75	498.03	2,330.00
110220...	12 14	262	47.03	570.94	131	42.75	518.98	3,180.68
110221...	11 02	146	42.75	471.10	73	42.75	471.10	1,608.92
110222...	3 25	346	53.01	172.28	173	42.75	138.93	1,124.50
110223...	17 04	671	70.97	1,273.20	335	53.75	964.27	12,037.74
110224...	8 08	15	42.75	345.42	7	42.75	345.42	121.20
110225...	32 99	398	56.43	1,861.62	199	42.75	1,410.32	13,130.02
110226...	27 08	459	60.71	1,644.02	229	44.75	1,211.83	12,429.72
110227...	19 96	30	42.75	853.29	15	42.75	853.29	518.80
110228...	116 33	754	74.39	8,653.78	377	56.75	6,601.72	87,712.82
110229...	6 48	141	42.75	277.02	70	42.75	277.02	913.68
110230...	19 20	585	67.55	1,296.96	292	49.75	955.20	11,232.00
110231...	5 46	122	42.75	233.41	61	42.75	233.41	666.12
110232...	15 23	189	42.75	651.08	94	42.75	651.08	2,878.47
110233...	1 08	225	44.46	48.01	112	42.75	46.17	243.00
110234...	4 37	6,859	190.67	833.22	3,429	151.25	660.69	29,973.83
110235...								
110236...	10.68	81	42.75	456.57	40	42.75	456.57	865.08
	2.00		44.46					
110237 a	8.92	231	2.56	480.01	115	42.75		
	2.24		11.97					
	7.68		44.46					
110238...	10.91	49	42.75	466.40	24	42.75	466.40	534.59
110239...	7 41	168	42.75	316.77	84	42.75	316.77	1,244.88
110240...	1 05	518	64.12	67.32	259	46.75	49.08	543.90
110241...	10 48	290	48.74	510.79	145	42.75	448.02	3,042.10
110242...	60 30	777	75.24	4,536.97	388	57.75	3,482.32	46,853.10
110243...	12 92	134	42.75	552.33	67	42.75	552.33	1,731.28
110244...	8 04	29	42.75	343.71	14	42.75	343.71	233.16
110245...	14 89	180	42.75	636.54	90	42.75	636.54	2,680.20
110246...								
110247...	1 94	21	42.75	82.93	10	42.75	82.93	40.74
110248...	10 71	212	43.61	467.06	106	42.75	457.85	2,311.26
110249...	1 71	53	42.75	73.10	26	42.75	73.10	90.03
110250...	2 32	64	42.75	99.18	32	42.75	99.18	148.48
110251...	15 76	241	45.32	714.24	120	42.75	673.74	3,798.16
110252...	34 26	424	58.12	1,991.87	212	43.75	1,498.87	14,526.24
110253...	34 40	142	42.75	1,470.60	71	42.75	1,470.60	4,884.80
110254...	16 05	431	59.00	946.95	215	43.75	702.18	6,917.55
110255...	19 28	124	42.75	824.22	62	42.75	824.22	2,390.72
110256...								
110257...	3 44	41	42.75	147.06	20	42.75	147.06	141.04
110258...	2 10	241	45.32	95.17	120	42.75	89.77	506.10
110259...	8 90	385	11.12	98.96	192	42.75	380.47	3,426.50
110260...								

a Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
110261	14.25 23.00 4.40 3.00	2,056	\$64.13 22.23 21.37 21.37	\$1,583.27	1,028	\$86.50		
110262	1.36		42.75	58.14				
110263	2.03	49	42.75	86.78	24	42.75	\$86.78	99.4
110264	9.52	40	42.75	406.98	20	42.75	406.98	380.80
110265	2.21		42.75	94.47				
110266	7.43	255	46.17	343.04	127	42.75	317.63	1,894.65
110267	2.12		42.75	90.63				
110268								
110269								
110270								
110271	20.26	320	51.30	1,039.33	160	42.75	866.11	6,463.20
110272								
110273								
110274								
110275								
110276								
110277								
110278	1.41	48	42.75	60.27	24	42.75	60.27	67.68
110279	0.83	31	42.75	35.48	15	42.75	35.48	25.73
110280								
110281	4.17	66	42.75	178.26	33	42.75	178.26	275.22
110282	52.64	209	47.03	2,470.95	134	42.75	2,246.08	14,133.26
110283	10.26	69	42.75	438.61	34	42.75	438.61	707.94
112001	97.30	14,114	267.61	26,038.45	7,057	192.37	18,717.60	1,373,292.20
112002	6.11			261.20				
112003	54.89	1,115	89.78	4,928.02	557	66.12	3,629.32	61,202.35
112004	14.95	513	64.12	958.59	256	46.75	698.91	7,669.35
112005	19.15	215	43.61	835.13	107	42.75	818.66	4,117.25
112006	78.27	1,269	96.62	7,562.44	634	70.12	5,488.29	99,324.63
112007	13.71	1,262	96.62	1,324.66	631	70.12	961.34	17,302.02
112008	1.65	278	47.88	79.00	139	42.75	70.53	458.70
113001	137.03	217,740	2,444.44	334,961.61	108,870	1,283.87	175,928.70	29,836,912.20
113002	138.34	38,471	528.39	73,097.47	19,235	322.59	44,627.10	5,322,073.14
113003	295.88	77,670	947.34	280,298.95	38,835	534.92	158,272.12	22,980,999.60
113004	3.80	1,191	93.20	354.16	595	68.12	258.85	4,525.80
113005	24.43	468	61.56	1,503.91	234	44.75	1,093.24	11,433.24
113006	87.47	4,443	162.45	14,209.50	2,221	131.25	11,480.43	388,629.21
113007	20.63	601	68.40	1,411.09	300	50.75	1,046.97	12,398.63
113008	33.63	1,074	88.07	2,961.79	537	65.12	3,236.95	36,118.62
113009	131.56	462	60.71	7,987.00	231	44.75	5,887.31	60,780.72
113010	35.18	896	80.37	2,827.41	448	62.75	2,207.54	31,521.28
113011	32.26	1,088	88.92	2,868.55	544	66.12	2,133.03	35,098.68
113012	20.55	818	76.95	1,581.32	409	59.75	1,227.86	16,809.90
113013	20.97	425	58.14	1,219.19	212	43.75	917.43	8,912.25
113014	48.68	1,007	85.50	4,162.14	503	64.12	3,121.36	49,020.76
113015	95.27	4,996	170.15	16,210.19	2,498	136.25	12,980.53	475,897.92
113016	99.25	383	55.58	5,516.31	191	42.75	4,242.93	38,012.75
113017	59.70	1,372	100.89	5,982.77	686	73.12	4,336.01	81,359.60
113018	8.23	100	42.75	351.83	50	42.75	351.83	823.00
113019	6.97	280	47.88	333.72	140	42.75	297.96	1,951.60
113020	74.02	932	82.08	6,075.56	466	64.75	4,792.79	68,986.64
113021	6.74	249	46.17	311.18	124	42.75	288.13	1,678.26
113022								
113023								
113024	78.70	917	81.23	6,392.80	458	63.75	5,017.12	72,167.90
113025								
113026								
113027	97.50	22,280	355.68	34,678.80	11,140	236.11	23,020.72	2,172,300.00
113028	25.86	1,099	88.92	2,299.47	549	66.12	1,709.86	28,420.14
113029	8.41	237	45.32	381.14	118	42.75	359.52	1,993.17
113030								
113031								
113032	19.90	812	76.95	1,531.30	406	59.75	1,189.02	16,153.80
113033								
113034								
113035								
113036								
113037								
113038	16.72	885	80.37	1,343.78	442	62.75	1,049.18	14,797.20

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
114001...	79.86	53,845	\$692.55	\$55,307.04	26,922	\$408.70	\$32,638.78	4,300,061.70
114002...	238.28	129,097	1,497.10	356,728.98	64,548	809.73	192,942.46	30,761,233.16
114003...	112.63	2,410	133.38	15,022.58	1,205	95.50	10,756.16	271,438.30
114004...	54.26	1,289	97.47	5,288.72	644	71.12	3,858.97	69,941.14
114005...	160.76	6,109	182.12	29,277.61	3,054	145.25	23,350.39	982,082.84
114006...	.14	4,340	161.60	22,624.00	2,170	130.25	182.35	6,076.00
114007...	39.37	1,276	96.62	3,803.92	638	70.12	2,760.62	50,236.12
114008...	82.76	33,039	470.25	38,917.89	16,519	295.85	24,484.54	2,734,307.64
114009...								
114010...	10.02	32	42.75	428.35	16	42.75	428.35	320.64
114011...	204.49	4,996	170.15	34,793.97	2,498	136.25	27,861.76	1,021,630.98
114012...	1.62	315	50.45	81.72	157	42.75	69.25	510.30
114013...	205.01	17,113	300.10	61,523.50	8,556	211.37	43,332.96	3,508,336.13
114014...	9.37	214	43.61	408.62	107	42.75	400.56	2,005.18
114015...	6.82	200	42.75	291.55	100	42.75	291.55	1,364.00
114016...	40.02	529	64.98	2,600.49	264	47.75	1,910.95	21,170.58
114017...	90.91	132	42.75	3,886.40	66	42.75	3,886.40	12,000.12
114018...	18.05	282	47.88	864.23	141	42.75	771.63	5,090.10
114019...	21.80	76	42.75	931.95	38	42.75	931.95	1,656.80
114020...	38.60	258	46.17	1,782.16	129	42.75	1,650.15	9,958.80
114021...	239.86	3,478	148.77	35,683.97	1,739	117.87	28,272.29	834,233.08
114022...	37.38	238	45.32	1,694.06	119	42.75	1,597.99	8,896.44
114023...	230.69	1,168	92.34	21,301.91	564	68.12	15,714.60	269,445.92
114024...	9.18	543	65.84	604.41	271	47.75	438.35	4,984.74
114025...	96.25	11,522	240.25	28,604.56	5,761	180.00	17,686.00	1,132,036.50
114026...	7.43	15	42.75	317.63	7	42.75	317.63	111.45
114027...	6.30	50	42.75	269.32	25	42.75	269.32	315.00
114028...	75.13	948	82.94	6,231.28	474	64.75	4,864.66	71,223.24
114029 a	12.80	328	51.30	700.24	164	42.75		
	8.50		5.13					
114030...	5.10	153	42.75	218.02	76	42.75	218.02	780.30
114031...	7.06	59	42.75	301.81	29	42.75	301.81	416.54
114032...	88.29	636	69.26	6,114.96	318	51.75	4,569.00	56,152.44
114033...	266.65	3,766	153.05	40,810.78	1,883	125.87	33,563.23	1,004,203.90
114034...	54.21	129	42.75	2,317.47	64	42.75	2,317.47	6,993.09
114035...	17.10	191	42.75	731.02	95	42.75	731.02	3,266.10
114036...	2.57	146	42.75	109.86	73	42.75	109.86	375.22
114037...	17.47	280	47.88	836.46	140	42.75	746.84	4,891.60
114038...	9.56	375	54.72	523.12	187	42.75	408.69	3,585.00
114039...	52.89	637	69.26	3,663.16	318	51.75	2,737.05	33,690.93
114040...	70.64	780	76.10	5,375.70	390	57.75	4,079.46	55,099.20
114041...	19.91	140	42.75	851.15	70	42.75	851.15	2,787.40
114042...	208.16	869	79.62	16,552.88	434	61.75	12,853.88	180,891.04
114043...	100.11	1,976	126.54	12,667.91	988	88.12	8,821.69	197,817.36
114044...	116.67	855	78.66	9,177.6	427	60.75	7,087.70	99,752.85
114045...	20.06	137	42.75	857.56	68	42.75	857.56	2,748.22
114046...	2.30	61	42.75	98.32	30	42.75	98.32	140.30
114047...	1.36	27	42.75	58.14	13	42.75	58.14	36.72
114048...	3.99			170.57				
114049...	.92	73	42.75	39.33	36	42.75	39.33	67.16
114050...	437.97	25,908	394.15	172,625.87	12,954	259.11	113,482.40	11,346,926.76
114051...	71.13	1,924	124.83	8,879.15	962	87.12	6,196.84	136,854.12
114052...	13.70	51	42.75	585.67	25	42.75	585.67	698.70
114053...	27.53	194	42.75	1,176.90	97	42.75	1,176.90	5,340.82
114054...	25.01	589	67.55	1,689.42	294	49.75	1,244.24	14,730.89
114055...	121.66	767	75.24	9,153.69	383	57.75	7,025.86	93,313.22
114056...	35.43	54,492	699.39	24,779.38	27,246	409.07	14,493.35	1,930,651.56
114057...								
114058...	5.83	135	42.75	249.23	67	42.75	249.23	787.05
114059...	62.53	1,350	100.04	6,255.50	675	72.12	4,509.66	84,415.50
114060...	11.01	22	42.75	470.67	11	42.75	470.67	242.22
114061...	4.66	406	57.29	2,06.97	203	42.75	199.21	1,891.96
114062...	1.14	174	42.75	48.73	87	42.75	48.73	198.36
114063...	11.21			479.22				
116701...	51.08	1,333	99.18	5,066.11	666	72.12	3,683.88	68,089.04
116002...	103.87	49,223	642.96	66,784.25	24,611	393.33	39,816.48	5,122,793.01
116003...	63.65	358	53.87	3,428.82	179	42.75	2,721.03	22,786.70
116004...	8.26	373	54.72	451.98	186	42.75	353.11	3,080.98
116005...	23.97	9,365	217.17	5,205.56	4,682	168.62	4,041.82	224,479.05
116006...	6.08	415	57.29	348.32	207	42.75	259.92	3,523.20
116007...	6.50	343	45.32	294.58	171	42.75	277.87	2,229.50
116008...	5.02	89	42.75	214.60	44	42.75	214.60	446.78

\* Lap service.

Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Table A.			Table B.	
				Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
116009...	31.34	210	\$42.75	\$1,339.78	105	\$42.75	\$1,339.78	6,587.46
116010...	96.25	1,385	101.75	9,793.43	692	73.12	7,037.80	133,496.25
116011...	51.06	543	65.84	3,361.79	271	47.75	2,438.11	27,720.58
116012...	41.68	1,204	94.05	3,920.00	602	69.12	2,880.92	50,182.21
116013...	222.78	5,565	176.99	39,429.83	2,782	141.25	31,467.67	1,239,770.71
116014...	16.70	391	55.58	928.18	195	42.75	713.92	6,529.71
116015...	6.20	17,955	308.65	1,913.63	8,077	216.37	1,341.49	111,321.40
116016...	7.90	442	60.71	479.60	231	44.75	353.52	3,549.81
116017...	102.60	2,498	135.09	13,860.23	1,240	97.50	10,106.10	256,294.91
116018...	16.08	406	57.29	921.22	203	42.75	697.42	6,528.48
116019...	112.38	1,864	122.27	13,740.70	932	85.12	9,565.78	209,476.52
116020...	8.98	57	42.75	383.89	28	42.75	383.89	3,511.91
116021...	11.41	395	56.43	643.86	197	42.75	487.77	4,500.78
116022...	5.44	82	42.75	232.56	41	42.75	232.56	446.18
116023...	6.50	189	42.75	277.87	94	42.75	277.87	1,228.00
116024...	13.26	304	56.43	748.26	197	42.75	564.86	5,224.44
116025...	7.14	158	42.75	305.23	79	42.75	305.23	1,125.22
116026...	8.94	55	42.75	382.18	27	42.75	382.18	491.77
116027...	83.70	692	71.82	6,011.33	346	54.75	4,582.57	57,930.47
116028...	3.81	63	42.75	162.87	31	42.75	162.87	240.66
116029...	14.25	450	59.85	852.86	225	44.75	637.68	6,412.20
116030...								
116031...	20.81	197	42.75	889.62	98	42.75	889.62	4,090.77
116032...	33.73	708	72.68	2,451.49	104	42.75	1,441.95	23,846.84
116033...	17.67	719	72.68	1,248.25	359	55.75	985.10	12,704.73
116034...	122.19	1,439	103.46	12,641.77	719	74.12	9,056.72	175,831.41
116035...	4.78	828	77.81	371.93	414	59.75	255.60	3,937.80
116036...	518	85	42.75	221.44	42	42.75	221.44	440.31
116037...								
116038...	1,506	279	47.88	721.07	139	42.75	643.81	4,201.71
116039...	1,017	99	42.75	434.76	49	42.75	434.76	1,009.88
116040...	984	587	67.55	664.69	283	49.75	489.54	5,370.85
116041...	906	109	42.75	387.31	84	42.75	387.31	1,341.34
116042...	9,495	12,236	247.95	23,542.85	6,118	184.00	17,470.80	1,161,808.20
116043...	66.01	442	59.85	3,950.69	221	43.75	2,887.93	29,176.41
116044...	6.26	60	42.75	267.61	30	42.75	267.61	375.06
116045...	30.71	493	63.27	1,943.02	246	45.75	1,404.98	15,149.00
116046...	6.05	43	42.75	258.63	21	42.75	258.63	240.15
116047...	52.95	575	59.99	3,943.35	287	49.75		
116048...	6.36	138	42.75	271.89	69	42.75	271.89	877.08
116049...	17.10	326	51.30	877.23	163	42.75	731.02	5,574.60
116050...	30.34	159	42.75	1,297.03	79	42.75	1,297.03	4,824.09
116051...	12.86	90	42.75	549.76	45	42.75	549.76	1,157.40
116052...	5.23	94	42.75	223.58	47	42.75	223.58	491.62
116053...								
116054...	13.41	147	42.75	658.77	73	42.75	658.77	2,265.27
116055...	4.69	43	42.75	200.49	21	42.75	200.49	201.07
116056...	16.37	205	42.75	699.81	102	42.75	699.81	3,353.85
116057...	7.10	200	42.75	303.52	100	42.75	303.52	1,420.00
116058...	47.14	300	49.59	2,337.67	150	42.75	2,015.23	14,147.00
116059...	17.82	109	42.75	761.80	54	42.75	761.80	1,942.88
116060...	12.64	177	42.75	536.08	88	42.75	536.08	2,119.58
116061...	7.76	33	42.75	32.49	16	42.75	32.49	25.08
116062...	17.81	401	50.43	1,005.01	200	42.75	761.37	7,141.81
116063...	28.94	130	42.75	1,237.18	65	42.75	1,237.18	3,762.30
116064...	5.42	19	42.75	231.70	9	42.75	231.70	102.56
116065...	1.94			82.93				
116066...	3.07			131.24				
116067...	12.70			542.92				
116068...	2.70			115.42				
116069...	56.32	2,059	128.75	7,607.79	1,029	86.50	5,131.18	122,138.88
120043...	10.35	40	42.75	442.46	20	42.75	442.46	414.00
120047...	21.35	187	42.75	912.71	93	42.75	912.71	3,922.45
121073...	6.02	13	42.75	257.35	6	42.75	257.35	28.20
121073...	6.07	19	42.75	259.49	9	42.75	259.49	113.33
121062...	6.20	12	42.75	265.05	6	42.75	265.05	74.40
123034...	30.54	61	42.75	1,308.58	30	42.75	1,308.58	1,862.94
129018...	11.36	244	45.32	514.83	122	42.75	485.64	2,771.54
190082...	4.31	85	42.75	184.25	41	42.75	184.25	337.33
131001...	191.01	16,117	288.99	55,199.97	8,059	205.37	39,227.77	3,078,598.17
131002...	468.32	104,582	1,234.62	578,197.23	52,291	678.51	317,799.80	48,977,842.24

## SECOND-CLASS MAIL MATTER.

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Table A<sup>1</sup>.Table B<sup>1</sup>.

Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
<i>Pounds.</i>			<i>Pounds.</i>					
131003...	46.99	1,823	\$120.56	\$5,665.11	916	\$84.12	\$3,952.79	86,132.67
131004...	144.60	3,965	155.61	22,501.20	1,963	130.87	22,876.60	573,339.00
131005...	50.05	16,960	298.40	14,934.92	8,480	210.37	10,529.01	848,848.00
131006...	149.28	10,868	233.42	34,844.33	5,434	176.00	26,273.28	1,622,375.04
131007...	75.01	302,167	3,346.47	251,018.71	151,083	1,732.01	129,918.07	22,665,540.67
131008...	32.49	816	76.95	2,500.10	408	59.75	1,941.27	26,511.84
131009...	115.77	1,199	93.20	10,789.76	600	69.12	8,002.02	133,808.23
131010...	28.79	987	84.65	2,437.07	493	66.75	1,921.73	28,415.73
131011...	57.54	37,480	518.13	29,833.20	18,740	320.22	18,425.45	2,126,599.20
131012...	131.10	1,447	104.31	13,675.04	724	75.12	9,848.23	189,701.70
131013...	263.30	53,606	698.98	181,671.73	26,804	406.70	107,084.11	14,114,459.80
131014...	119.62	54,682	701.95	83,967.25	27,341	410.07	49,052.57	6,541,000.84
131015...	187.86	127,163	1,476.58	277,390.31	63,581	797.73	149,861.55	23,888,841.18
131016...	465.61	30,692	445.45	207,405.97	15,346	281.85	131,232.17	14,290,502.12
131017...	21.84	878	79.52	1,736.71	439	61.75	1,348.62	19,175.52
131018...	56.37	459	60.71	3,422.22	230	44.75	2,522.55	25,873.83
131019...	433.28	47,336	623.29	270,059.09	23,668	371.33	160,889.96	20,509,742.08
131020...	415.49	1,453	104.31	43,339.76	726	75.12	31,211.60	603,706.97
131021...	15.37	140	42.75	657.06	70	42.75	657.06	2,151.80
131022...	47.35	1,491	106.02	5,020.04	746	76.12	3,604.28	70,598.85
131023...	143.60	21,017	342.00	49,111.20	10,508	231.74	33,277.86	3,018,011.20
131024...	98.90	22,220	354.82	35,091.69	11,110	236.11	23,351.27	219,755.80
131025...	300.42	23,440	367.65	110,449.41	11,720	244.11	73,335.52	7,011,844.80
131026...	59.09	29,080	428.35	25,311.20	14,510	275.48	16,278.11	1,718,337.20
131027...	19.31	2,571	135.95	2,625.19	1,286	99.50	1,921.34	30,336.01
131028...	195.30	53,873	692.55	135,255.01	26,936	408.70	79,819.11	10,521,396.90
131029...	148.79	1,374	100.89	15,011.42	687	73.12	10,879.52	204,437.46
131030 a...	314.65	673	70.97	22,783.75	337	14.96		(a)
	15.07		29.93					
131031...	21.34	215	43.61	930.63	107	42.75	912.24	4,588.10
131032...	190.77	201,262	268.31	432,725.49	100,631	1,195.39	228,044.55	38,394,751.74
131033...	18.15	334	52.16	946.70	167	42.75	775.91	6,062.10
131034...	400.87	9,841	222.30	89,113.40	4,921	172.62	69,198.17	3,944,961.67
131035...	30.02	71	42.75	1,283.35	35	42.75	1,283.35	2,131.42
131036...	76.82	3,965	155.61	11,953.96	1,983	130.87	10,053.43	304,591.30
131037...	34.10	1,135	90.63	3,090.48	567	67.12	2,288.79	38,703.50
131038...	41.61	573	66.69	2,975.04	287	49.75	2,219.34	297,501.09
131039...	94.23	609	68.40	6,445.33	304	50.75	4,782.17	57,386.07
131040...	110.88	1,170	92.34	10,238.65	585	68.12	7,553.14	129,729.60
131041...	163.31	2,168	129.96	21,223.76	1,094	89.50	14,616.24	354,056.08
131042...	50.00	609	68.40	3,420.00	305	50.75	2,537.50	30,450.00
131043...	85.75	6,703	188.96	16,203.32	3,351	150.25	12,883.93	574,782.25
131044...	78.58	1,060	88.07	6,920.54	530	65.12	5,117.12	83,294.80
131045...	133.59	99,338	1,179.01	157,507.95	49,669	649.14	68,718.61	13,270,563.42
131046 a...	45.63	526	64.98	3,061.46	263	47.75		(a)
	16.10		5.99			2.49		
131047...	278.29	18,402	313.78	87,321.83	9,201	215.74	60,038.28	5,121,092.58
131048...	17.02	63	42.75	727.60	32	42.75	727.60	1,072.26
131049...	14.31	1,852	121.41	1,737.37	926	85.12	1,218.06	26,502.12
131050...	17.70	209	49.59	877.74	149	42.75	756.67	5,292.30
131051...	138.84	3,616	151.34	21,012.01	1,823	122.87	17,059.27	506,210.64
131052...	107.66	1,801	119.70	12,886.90	901	84.12	9,056.35	193,895.66
131053...	122.70	4,374	161.60	19,828.32	2,187	131.25	16,104.37	536,689.80
131054...	166.94	536	64.98	10,847.76	266	47.75	7,791.34	89,179.84
131055...	148.04	776	75.24	11,138.52	388	57.75	8,549.31	114,879.04
131056...	6.99	226	44.46	310.77	113	42.75	298.82	1,579.74
131057...	141.10	2,621	136.80	19,165.68	1,310	100.50	14,180.55	369,823.10
131058...								
131059...								
131060...	42.33	1,085	88.92	3,763.98	543	66.12	2,798.85	45,928.05
131061...	450.70	3,569	150.48	67,821.33	1,784	120.87	54,476.10	1,608,518.30
131062...	38.44	1,706	115.43	4,437.12	853	81.12	3,118.25	65,578.64
131063...	112.94	880	80.37	9,076.98	440	62.75	7,086.98	99,387.20
131064...	3.50	43	42.75	149.62	22	42.75	149.62	170.50
131065...	36.90	30	42.75	1,577.47	15	42.75	1,577.47	1,097.00
131066...	20.58	167	42.75	879.79	83	42.75	879.79	3,436.76
131067...	83.04	430	59.00	4,899.36	215	43.75	3,633.00	35,707.20
131068...	65.40	2,672	137.66	9,002.96	1,336	101.60	6,638.10	174,708.80
131069 a...	35.16	667	70.99	2,569.17	334	13.68		(a)
	2.70		27.36					
131070...	13.36	439	59.00	1,142.24	219	43.75	847.00	8,499.04
131071...	59.16	222	43.61	2,579.96	111	42.75	2,529.04	13,133.52

a Lap service.



## SECOND-CLASS MAIL MATTER.

Number of route.	Table A <sup>1</sup> .							Table B <sup>1</sup> .
	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one- half pres- ent average weight of mail.	Annual pay for trans- portation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
131072...	2.64	305	\$49.59	\$130.91	153	\$42.75	\$112.86	805.20
131073...	77.20	2,020	128.25	9,900.90	1,010	85.50	6,600.60	155,944.00
131074...	84.06	1,276	96.62	8,121.87	638	70.12	5,894.28	107,260.56
131075 a	{ 205.10	{ 967	{ 83.79	{ 17,589.56	{ 483	{ 5.13		
131076...	39.40		10.26					
131076...	78.15	5,714	177.84	13,898.19	2,857	142.25	11,116.53	446,548.10
131077...	17.45	260	46.17	805.66	125	42.75	745.98	4,362.30
131078...	29.59	1,145	91.4	2,707.18	573	67.12	1,986.08	33,880.55
131079...	33.19	6,592	187.25	6,214.82	3,296	149.25	4,953.60	218,722.56
131080...	217.36	1,010	85.50	18,584.28	505	64.12	13,937.12	219,533.60
131081...	32.01	74	42.75	1,368.42	37	42.75	1,368.42	2,368.74
131082...								
131083...	8.17	999	84.65	891.59	499	66.75	545.34	8,161.83
131084...	13.31	308	50.45	671.48	154	42.75	569.00	4,099.48
131085...	32.37	399	56.43	1,926.63	200	42.75	1,393.81	12,515.63
131086...	27.86	390	55.58	1,548.45	195	42.75	1,191.01	10,865.40
131087...								
131088...	74.75	998	84.65	6,327.58	499	66.75	4,989.56	74,600.50
131089...	339.04	1,171	130.82	44,353.21	585	68.12	23,096.40	3,77,015.84
131090...	269.37	11,073	235.12	63,334.27	5,537	177.00	47,678.46	2,82,734.01
131091...	132.16	1,804	119.70	15,819.55	902	84.12	11,117.29	238,416.64
131092...	45.74	651	70.11	3,206.83	325	52.75	2,412.78	23,776.74
131093...	25.25	676	70.97	1,791.99	338	53.75	1,357.18	17,069.00
131094...	50.13	7,229	194.09	9,729.73	3,615	150.62	7,550.58	362,389.77
131095...	540.00	251,274	2,802.69	1,513,452.60	125,637	1,460.20	788,508.00	135,687,960.00
131096...	44.50	369	54.72	2,435.04	184	42.75	1,902.37	16,420.50
131097...	4.14	188	42.75	176.98	94	42.75	176.98	778.32
131098...	7.40	28	42.75	316.35	14	42.75	316.35	207.20
131099...								
131100...	74.44	1,067	96.62	7,192.39	534	65.12	4,847.53	79,427.48
131101...								
131102...	34.35	138	42.75	1,468.46	69	42.75	1,468.46	4,740.30
131103...								
131104...								
131105...	78.43	681	71.82	5,632.84	340	53.75	4,215.61	52,410.83
131106...	2.66	97	42.75	113.71	49	42.75	113.71	258.02
131107...	45.38	416	58.14	2,638.39	208	42.75	1,539.99	18,578.08
131108...	14.73	109	42.75	629.70	54	42.75	629.70	1,605.67
131109...	71.29	8,540	208.62	14,872.51	4,270	161.62	11,521.82	608,816.60
131110...								
131111...								
131112...								
131113...	159.56	278	47.88	7,639.73	139	42.75	6,821.19	44,357.58
131114...								
131115...								
131116 a	{ 14.10	{ 6,474	{ 72.67	{ 12,336.64	{ 3,237	{ 98.19		
131117...	60.69		186.39					
131118...	14.15	36	42.75	604.91	18	42.75	604.91	509.40
131119...								
131120...								
131121...	111.34	629	69.26	7,711.40	315	51.75	5,761.84	70,032.86
131122...								
131123...								
131124...								
131125...								
131126...								
131127...								
131128...								
131129...								
131130...								
131131...								
131132...								
131133...								
131134...								
131135...								
131136...								
131137...								
131138...	24.20	145	42.75	1,034.55	72	42.75	1,034.55	3,509.00
131139...	28.25	225	44.46	1,255.99	113	42.75	1,207.68	6,356.25
131140...								
131141...								

a Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
131142.	11.86	13	\$42.75	\$507.01	6	\$42.75	\$507.01	154.18
131143.								
131144.								
131145.								
131146.	5.86	261	47.03	275.59	131	42.75	250.51	1,529.46
133001.	117.73	2,270	131.67	15,501.50	1,135	91.50	10,772.29	267,247.10
133002.	238.60	129,844	504.80	359,045.28	64,922	814.73	194,394.57	30,980,778.40
133003.	250.03	40,938	554.90	138,741.64	20,469	338.59	84,637.65	10,235,728.14
133004.	158.29	1,884	123.12	19,488.66	942	86.12	13,631.93	298,218.36
133005.	60.02	500	64.12	3,848.48	250	46.75	2,805.93	30,010.00
133006.	44.48	399	56.43	2,610.00	199	42.75	1,901.52	17,747.52
133007.	111.44	12,084	246.24	27,440.98	6,042	184.00	20,504.96	1,346,640.96
133008.	324.03	14,933	277.02	89,762.79	7,467	197.37	63,953.80	4,838,739.99
133009.	148.07	697	71.82	10,634.38	348	54.75	8,106.83	103,204.79
133010.	335.70	40,605	551.47	185,128.47	20,303	336.59	112,993.26	13,631,098.50
133011.	108.57	939	82.08	8,911.42	469	64.75	7,029.90	101,947.23
133012.	109.00	19,095	321.48	35,041.32	9,548	219.74	23,951.66	2,081,355.00
133013.	182.26	2,246	131.67	23,998.17	1,123	91.50	16,676.79	409,355.96
133014.	61.03	853	78.65	4,800.61	426	60.75	3,707.57	52,058.59
133015.	39.43	473	61.56	2,427.31	237	45.75	1,803.92	18,650.39
133016.	37.81	288	48.74	1,842.85	144	42.75	1,616.37	10,889.28
133017.	114.55	4,916	169.29	19,392.16	2,458	135.25	15,492.88	563,127.70
133018.	211.53	11,286	237.69	50,278.56	5,643	179.00	37,863.87	2,387,327.58
133019.	57.66	8,409	206.91	11,930.43	4,204	160.62	9,261.34	484,862.94
133020.	25.88	2,328	132.53	3,429.87	1,164	93.50	2,419.78	60,248.64
133021.	91.64	7,968	202.64	18,569.92	3,984	157.62	14,444.29	730,187.52
133022.	249.31	1,859	121.41	30,268.72	930	85.12	21,221.26	463,457.09
133023.	36.20	61	42.75	1,547.55	30	42.75	1,547.55	2,208.20
133024.								
133025.								
133026.	11.82	62	42.75	505.30	31	42.75	505.30	732.84
133027.	271.65	4,498	163.31	44,343.16	2,249	132.25	35,925.71	1,221,881.70
133028.	169.49	252	46.17	7,825.35	126	42.75	7,245.69	42,711.48
133029.								
133030.	137.30	802	76.95	10,565.23	401	58.75	8,066.37	110,114.60
133031.	13.08	818	76.95	1,006.50	409	59.75	781.53	10,699.44
133032.	54.32	1,566	109.44	5,944.78	783	78.12	4,243.47	85,065.12
133033.								
133034.	16.40	599	67.55	1,107.82	300	50.75	832.50	9,823.60
133035.	8.07	504	64.12	1,517.44	252	46.75	522.53	4,007.28
133036.	40.58	211	42.75	1,734.79	105	42.75	1,734.79	8,562.38
133037.	62.72	270	47.03	2,942.72	135	42.75	2,681.28	16,934.40
133038.	95.33	22,899	361.66	34,477.04	11,449	240.11	22,889.68	2,182,961.67
133039.	39.09	408	57.29	2,230.46	204	42.75	1,671.09	15,948.72
133040.	93.18	678	70.97	6,612.98	339	53.75	5,008.42	63,603.18
133041.	7.43	268	47.03	349.43	134	42.75	317.55	1,991.24
133042.	107.89	1,929	124.83	13,467.90	964	87.12	9,399.37	208,119.81
133043.								
133044.								
133045.	6.86	232	44.46	304.99	116	42.75	293.26	1,591.52
133046.								
133047.	15.16	72	42.75	648.09	36	42.75	648.09	1,091.52
133048.	271.40	5,843	179.55	48,729.87	2,921	143.25	38,878.05	1,585,790.20
133049.	27.29	269	47.03	1,283.44	134	42.75	1,166.64	7,341.01
133050.								
133051.	18.40	707	72.68	1,337.31	353	54.75	1,007.40	13,008.80
133052.	22.91	528	64.98	1,488.69	264	47.75	1,093.95	12,096.48
133053.	12.38	61	42.75	529.24	30	42.75	529.24	755.18
133054.	43.50	16,514	293.27	12,757.24	8,257	207.37	9,020.59	718,359.00
133055.	50.97	2,088	129.11	6,580.73	1,044	87.50	4,459.87	106,425.36
133056.	6.77	142	42.75	289.41	71	42.75	289.41	961.34
133057.	130.75	680	71.82	9,390.46	340	53.75	7,027.81	88,910.00
133058.	36.58	260	47.03	1,720.35	130	42.75	1,563.79	9,510.80
133059.	46.67		17.10			8.55		
133059 a.	5.70	1,556	71.82	1,569.02	778	61.70		
	3.33		108.59			77.12		
133060.	10.93	191	42.75	467.25	95	42.75	467.25	2,087.63
133061.								
133062.	6.35	674	70.97	450.65	337	53.75	341.31	4,279.90
133063.	1.83	242	45.32	82.93	121	42.75	78.23	442.86
133064.								
133065.	54.79	3,574	52.16	2,857.84	1,787	120.87	6,622.46	195,819.46

<sup>a</sup>Lap service.]

Number of route.	Miles.	Average daily weight.	Table A <sup>1</sup> .				Table B <sup>1</sup>	
			Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
133066.								
133067.	11.31	235	\$44.46	\$502.84	117	\$42.75	\$483.50	2,657.85
133068.								
133069.								
135001.	85.50	3,672	519.84	44,446.32	18,836	321.22	27,464.31	3,220,956.00
135002.	130.90	11,037	235.12	28,426.00	5,518	177.00	21,399.30	1,334,373.30
135003.	219.41	63,855	799.42	348,396.31	31,927	459.81	200,390.33	
135004.	2 0.50		639.54			387.85		
135005.	51.35	1,190	93.20	4,785.82	598	68.12	3,497.96	61,414.00
135006.	226.29	5,072	171.00	39,767.06	2,536	26.93		
135007.	85.5	325	53.87	4,389.74	162	42.75	3,658.11	27,810.25
135008.	205.58	182,336	2,065.68	424,662.49	91,168	1,091.71	224,433.74	37,484,634.88
135009.								
135010.	63.31	3,499	148.77	9,418.62	1,749	118.87	7,525.65	221,521.69
135011.	65.14	8,062	203.49	13,255.33	4,041	158.62	10,332.50	526,461.48
135012.	99.89	19,112	321.48	32,112.63	9,556	219.74	21,949.82	1,909,097.68
135013.	71.87	672	70.97	5,100.61	336	53.75	3,843.01	48,296.64
135014.	60.54	1,737	116.28	7,039.59	868	82.12	4,971.54	105,157.98
135015.	66.15	706	72.68	4,807.78	353	54.75	3,621.71	46,701.90
135016.	47.85	454	60.71	2,904.97	227	44.75	2,141.28	21,723.90
135017.	182.66							
135018.	47.22	7,181	194.09	9,164.92	3,590	150.62	7,112.27	339,086.82
135019.	290.04	35,999	501.88	140,847.00	17,999	311.22	87,340.78	10,102,759.36
135020.	110.91	3,146	144.50	16,026.49	1,573	109.87	12,185.68	348,922.86
135021.	67.94	973	83.79	6,054.62	486	15.39		
135022.	11.65		30.78					
135023.	308.02	41,998	452.80	139,471.45	20,999	344.59	106,144.05	12,936,223.96
135024.	275.65	2,592	108.76	29,979.69	1,296	79.60	21,941.74	714,484.80
135025.	45.35	101	42.75	1,938.71	50	42.75	1,938.71	4,580.35
135026.	14.88	837	77.81	1,157.81	418	60.75	903.96	12,454.56
135027.	246.98	1,581	110.30	27,241.89	790	78.12	19,294.07	232,375.38
135028.								
135029.	88.57	746	74.39	6,588.72	373	56.75	5,026.34	66,073.22
135030.	223.70	1,345	101.75	22,761.47	692	73.12	16,356.94	309,824.50
135031.	3.28	169	42.75	140.22	84	42.75	140.22	554.32
135032.	101.47	512	64.12	6,506.25	256	46.75	4,743.72	51,952.64
135033.	22.69	18,616	316.35	43,720.20	9,308			
135034.	76.89		253.08					
135035.	2.27	177	42.75	97.04	88	42.75	97.04	401.79
135036.	161.90	15,611	283.86	45,956.93	7,805	202.37	32,763.70	2,527,420.90
135037.	279.12	822	77.81	17,827.82	411	59.75	13,689.92	188,336.64
135038.	112.33	963	83.79	9,412.13	481	65.75	7,385.69	108,173.79
135039.	85.39	164,888	1,879.29	160,472.57	82,444	1,001.06	85,490.51	14,079,786.32
135040.	79.62	3,291	146.21	11,641.24	1,645	113.87	9,066.32	262,029.42
135041.	9.88	1,155	91.49	903.92	577	67.12	663.14	11,411.40
135042.	42.37	504	64.12	2,716.76	252	46.75	1,980.79	21,354.48
135043.	48.72	652	70.11	3,415.75	326	52.75	2,569.98	31,765.44
135044.	93.08	1,757	117.14	10,903.39	878	82.12	7,643.72	163,541.56
135045.	19.77	3,969	155.61	3,076.40	1,084	130.87	2,567.29	78,467.13
135046.	178.59	21,343	345.42	61,688.55	10,671	233.74	41,743.62	3,811,646.37
135047.	31.74	414	57.29	1,914.48	207			
135048.	5.62		17.10					
135049.	275.47	1,115	89.78	24,731.69	557	66.12	18,214.07	307,149.05
135050.	74.26	1,646	112.86	8,380.98	823	80.12	5,949.71	122,231.96
135051.	110.76	312	50.45	5,587.84	156	42.75	4,734.99	156,789.08
135052.	18.22	654	70.11	1,277.40	327	52.75	961.10	11,915.88
135053.	92.41		70.11			64.75		
135054.	15.06	942	7.52	11,230.58	471	3.76		
135055.	66.16		70.11			64.75		
135056.	88.00	1,069	88.07	7,750.16	534	65.12	5,730.56	94,072.00
135057.	260.97	1,109	89.78	23,429.88	554	66.12	17,255.33	178,515.73
135058.	31.53		77.81			60.75		
135059.	6.87	834	29.07	4,217.03	417	14.70		
135060.	20.10		77.81			60.75		
135061.	5.16	57	42.75	220.59	28	42.75	220.59	282.12
135062.	152.50	6,054	182.12	27,773.30	3,027	145.25	22,165.87	923,235.00
135063.	298.34	13,984	266.76	60,911.97	6,981	195.00	44,526.30	3,188,083.08
135064.	196.61	2,307	132.53	26,056.72	1,153	92.50	18,186.42	453,579.27
135065.	12.36	482	62.42	771.51	241	45.75	565.47	5,957.52
135066.	26.42	836	77.81	2,055.74	418	60.75	1,605.01	22,067.12
135067.	74.98	348	53.01	3,974.68	174	42.75	3,205.39	26,063.04

<sup>a</sup> Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
13509.....	27.50	505	\$64.12	\$1,763.30	252	\$46.75	\$1,285.62	13,887.50
13510.....								
13511.....	4.20	776	75.24	316.00	388	57.75	242.55	3,259.20
13512.....	85.33	719	72.68	6,201.78	359	55.75	4,757.14	61,352.27
13513.....	10.64	33	42.75	454.86	16	42.75	454.86	351.12
13514.....	43.02	294	48.74	2,096.79	147	42.75	1,839.10	12,647.88
13515.....	12.26	216	43.61	534.65	108	42.75	524.11	2,648.16
13516.....	213.40	4,118	158.18	33,755.61	2,059	128.25	27,368.55	878,781.20
13517.....	59.84	446	59.85	3,581.42	223	43.75	2,618.00	26,688.64
13518.....	188.90	1,023	86.36	16,313.40	511	64.12	12,112.26	193,244.70
13519.....	42.85	219	43.61	1,868.68	109	42.75	1,831.83	9,384.15
13520.....	12.94	90	42.75	553.18	45	42.75	553.18	1,164.60
13521.....	44.96	1,120	90.63	4,074.72	560	67.12	3,017.71	50,355.20
13522.....	344.14	4,500	163.31	56,201.50	2,250	132.25	45,512.51	1,548,630.00
13523.....	10.21	48	42.75	436.47	24	42.75	436.47	490.08
13524.....	6.74	610	68.40	461.01	305	50.75	342.05	4,111.40
13525.....	19.70	310	50.45	993.86	155	42.75	842.17	6,107.00
13526.....	31.30	287	48.74	1,525.56	143	42.75	1,338.07	8,983.10
13527.....	41.65	213	43.61	1,816.35	106	42.75	1,780.53	8,871.45
13528.....	31.62	205	42.75	1,351.75	102	42.75	1,351.75	6,482.10
13529.....	12.83	262	47.03	603.39	131	42.75	548.48	3,361.40
13530.....	68.13	1,083	88.92	6,311.53	541			
13531.....	7.80		32.49			16.25		
13532.....	152.87	794	76.10	11,633.40	397	58.75	8,981.11	121,378.78
13533.....	103.68	796	76.10	7,890.04	398	58.75	6,091.20	82,529.28
13534.....	41.14	333	52.16	2,145.86	166	42.75	1,758.73	13,099.62
13535.....								
13536.....	8.84	39	42.75	377.91	19	42.75	377.91	344.76
13537.....	85.59	304	49.59	4,244.40	152	42.75	3,658.97	26,019.36
13538.....	43.30	95	42.75	1,851.07	47	42.75	1,851.07	
13539.....	6.56					42.75	280.44	
13540.....	120.40	9,135	214.61	25,839.04	4,567	166.62	20,061.04	1,099,854.00
13541.....	18.28	2,370	133.38	2,438.18	1,185	94.50	1,727.46	43,323.60
13542.....	2.87	77	42.75	122.69	38	42.75	122.69	220.99
13543.....	3.65	187	42.75	156.03	93	42.75	156.03	682.55
13544.....	88.42	707	72.68	6,426.36	353	54.75	4,840.99	62,512.94
13545.....	15.73	71	42.75	672.45	35	42.75	672.45	1,116.83
13546.....	157.43		182.97			146.25		
13547.....	1.85	6,176	67.54	29,761.72	3,088	33.77		
13548.....	13.82		60.19			30.09		
13549.....	15.21	848	78.66	1,196.41	424	60.75	924.00	12,898.08
13550.....								
13551.....	454.25	35,104	492.48	223,709.04	17,552	305.22	138,646.18	15,945,992.00
13552.....	66.70	1,003	85.50	5,702.85	501	64.12	4,276.80	66,900.10
13553.....	7.27	121	42.75	310.79	60	42.75	310.79	879.67
13554.....	3.64	100	42.75	155.61	50	42.75	155.61	364.00
13555.....	59.98	107	42.75	2,564.14	53	42.75	2,564.14	6,417.86
13556.....	61.60	955	82.94	5,109.10	477	65.75	4,050.20	58,828.00
13557.....	57.77	463	60.71	3,507.21	231	44.75	2,585.20	26,747.51
13558.....	114.49	17,667	306.09	51,881.50	8,833	214.37	36,335.56	
13559.....	68.76		244.87			171.50		
13560.....								
13561.....	1.96	87	42.75	83.79	43	42.75	83.79	170.52
13562.....	24.87	226	44.46	1,105.72	113	42.75	1,063.19	5,610.62
13563.....	8.50	226	44.46	381.91	113	42.75	367.22	1,941.34
13564.....	6.77	102	42.75	289.41	51	42.75	289.41	690.54
13565.....	64.62	1,094	88.92	5,737.11	547	66.12	4,266.06	70,584.88
13566.....								
13567.....	64.23	467	61.56	3,953.99	233	44.75	2,874.29	29,995.41
13568.....	85.00	158	42.75	3,633.75	79	42.75	3,633.75	13,430.00
13569.....	3.08	132	42.75	131.67	66	42.75	131.67	406.56
13570.....								
13571.....	60.67	399	56.43	3,423.60	199	42.75	2,593.64	24,207.33
13572.....	11.80	814	35.05	413.59	407	59.75	705.05	9,635.20
13573.....	55.70	878	79.52	4,429.26	439	61.75	3,439.47	48,904.60
13574.....								
13575.....	6.20	165	42.75	265.05	82	42.75	265.05	1,024.00
13576.....	11.62	64	42.75	492.48	32	42.75	492.48	737.28
13577.....	52.71	4,717	82.93	49,738.47	2,358	41.46	2,185.35	
13578.....	272.10		166.73			133.25	36,257.32	
13579.....	39.36	349	53.01	2,086.47	174	42.75	1,682.64	13,736.64
13580.....								

a Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Table A.				Table B.	
				Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day	
1	2	3	4	5	6	7	8	9	
		Pounds.			Pounds.				
118041...	41.49	455	\$60.71	\$2,518.85	227	\$44.75	\$1,856.67	18,877.95	
118042...	45.52	608	68.40	3,113.56	304	50.75	2,310.14	27,676.16	
118043...	56.46	297	49.59	2,799.85	148	42.75	2,413.66	16,668.62	
118044...	102.23	1,058	87.21	8,915.47	529	65.12	6,667.21	106,159.84	
118045...									
118046...	41.65	361	53.87	2,238.29	180	42.75	1,776.26	14,999.55	
118047...									
118048...									
118049...	267.36	72,524	892.62	238,650.00	36,262	506.55	135,431.20	19,360,016.64	
118050...	55.15	476	62.42	3,442.46	238	45.75	2,523.11	26,251.40	
118051...	2.34	34	42.75	100.03	17	42.75	100.03	79.56	
118052...									
118053...	25.80	774	75.24	1,941.19	387	57.75	1,489.95	19,869.20	
118054...	87.71	332	52.16	4,574.95	166	42.75	3,749.60	29,119.72	
118055...	34.20	217	43.61	1,491.46	108	42.75	1,462.05	7,421.40	
118056...	9.34	112	42.75	399.28	56	42.75	399.28	1,046.06	
118057...									
118058...	42.15	332	52.16	2,198.54	166	42.75	1,801.91	13,993.80	
118059...	115.80	2,647	136.80	15,841.44	1,324	101.50	11,753.70	306,521.60	
118060...	22.37	171	42.75	956.31	85	42.75	956.31	3,825.27	
118061...	31.02	87	42.75	1,326.10	43	42.75	1,326.10	2,698.74	
118062...									
118063...	22.66	220	43.61	988.20	110	42.75	968.71	4,965.20	
118064...	118.72	711	72.68	8,028.56	355	54.75	6,409.92	84,409.92	
118065...	105.66	1,022	86.36	9,124.79	511	64.12	6,774.91	107,984.52	
118066...	35.32	109	42.75	1,509.93	54	42.75	1,509.93	3,849.88	
118067...	50.35	782	76.10	3,831.63	391	57.75	2,907.71	39,373.70	
118068...	82.76	1,420	64.12	8,310.56	710	74.12	6,134.17	117,519.20	
118069...	35.31	115	42.75	1,509.50	58	42.75	1,509.50	4,060.65	
118070...									
118071...									
118072...									
118073...	26.72	129	42.75	1,142.28	64	42.75	1,142.28	3,446.88	
118074...	4.28	48	42.75	182.97	24	42.75	182.97	205.44	
118075...	13.25	95	42.75	566.43	48	42.75	566.43	1,258.75	
118076...	41.23	148	42.75	1,762.58	74	42.75	1,762.58	6,102.04	
118077...	33.57	32	42.75	1,435.11	16	42.75	1,435.11	1,074.24	
118078...									
118079...									
118080...									
118081...	12.27	21	42.75	524.54	11	42.75	524.54	257.67	
118082...	4.78	222	43.61	208.45	111	42.75	204.34	1,061.16	
118083...									
118084...	3.87	72	42.75	165.44	36	42.75	165.44	278.64	
120001...	144.71	1,960	126.54	18,311.60	980	88.12	12,751.84	282,681.60	
120002...	190.80	3,514	149.62	28,547.49	1,757	118.87	22,680.39	670,471.20	
120003...	128.22	2,322	132.53	16,992.99	1,161	93.50	11,988.57	297,726.54	
120004...	113.83	14,171	268.47	30,559.94	7,085	193.37	22,011.30	1,613,084.93	
120005...	102.13	17,769	306.94	31,347.78	8,885	215.37	21,995.73	1,814,747.87	
120006...	14.14	127	42.75	604.48	63	42.75	604.48	1,795.78	
120007...	11.36	39	42.75	485.64	19	42.75	485.64	443.04	
120008...	33.55	645	70.11	2,352.19	322	52.75	1,769.76	21,439.75	
120009...	11.89	181	42.75	508.29	90	42.75	508.29	2,152.09	
120010...	112.18	414	57.29	6,426.79	207	42.75	4,795.69	46,422.52	
120011...	137.61	1,879	122.27	16,825.57	839	85.12	11,713.36	258,549.18	
120012...	106.90	4,416	102.45	17,365.90	2,208	131.25	14,030.62	472,070.40	
120013...	29.58	277	47.88	1,416.29	138	42.75	1,264.54	8,203.66	
120014...	66.26	353	53.01	3,512.44	176	42.75	2,832.61	23,379.78	
120015...	40.66	1,114	89.78	3,650.45	557	66.12	2,688.43	45,294.24	
120016...	10.27	712	72.68	746.42	356	55.75	572.55	7,312.24	
120017...	75.70	2,910	141.08	10,679.75	1,455	107.50	8,137.75	220,287.00	
120018...									
120019...	37.59	223	43.61	1,639.29	111	42.75	1,066.97	5,382.57	
120020...	37.02	670	70.97	2,627.80	335	53.75	1,989.82	24,803.40	
120021...	133.30	944	82.94	11,055.90	472	64.75	8,631.17	127,833.20	
120022...	41.24	228	44.46	1,833.53	114	42.75	1,763.01	9,402.72	
120023...	58.58	241	45.32	2,654.84	120	42.75	2,504.29	14,117.78	
120024...	36.73	848	78.66	2,889.18	424	60.75	2,231.34	31,147.04	
120025...									
120026...	68.97	4,028	156.47	10,791.73	2,014	128.25	8,845.40	277,811.16	
120027...	26.15	77	42.75	1,117.91	38	42.75	1,117.91	2,013.55	
120028...	5.64	181	42.75	241.11	90	42.75	241.11	1,020.84	

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A¹.						Table B¹.
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
120029...	16.88	174	\$42.75	\$721.62	87	\$42.75	\$721.62	2,937.12
120030...	24.59	19,510	325.75	8,010.19	9,755	222.74	5,477.17	479,750.90
120031...	24.51	338	52.16	1,278.44	169	42.75	1,047.80	8,284.38
120032...	16.50	172	42.75	705.37	86	42.75	705.37	2,838.00
120033...	10.12	147	42.75	432.63	73	42.75	432.63	1,487.64
120034...	9.39	127	42.75	401.42	63	42.75	401.42	1,192.53
120035 a...	130.50	11,894	244.53	34,878.07	5,947	182.00	23,751.00	
	23.29		127.39			63.69	1,483.34	
120036...	6.26	36	42.75	267.61	18	42.75	267.61	224.36
120037...	75.23	1,141	91.49	6,882.79	570	67.12	5,049.43	85,837.43
120038...	99.79	1,952	125.69	12,542.60	976	87.12	8,693.70	194,799.08
120039...	28.81	1,796	73.53	2,118.39	898	83.12	2,394.68	51,742.76
120040...								
120041...	279.90	3,445	148.77	41,640.72	1,722	117.87	32,991.81	964,255.50
120042...	20.11	163	42.75	859.70	81	42.75	859.70	3,277.93
120043...								
120044...								
120045...	75.55	461	60.71	4,586.64	230	44.75	3,380.86	34,828.55
120046...	25.00	89	42.75	1,068.75	44	42.75	1,068.75	2,225.00
120047...								
120048 a...	27.80	151	42.75	1,207.91	75	42.75	1,188.45	
	3.25		5.99			2.99	9.71	
120049...	3.88	43	42.75	165.87	21	42.75	165.87	166.84
120050...	14.43	77	42.75	616.88	38	42.75	616.88	1,111.11
120051...	18.00			769.50				
121001...	50.32	264	47.03	1,157.57	132	42.75	2,151.18	13,284.48
121002...	136.82	26,275	397.57	54,395.52	13,137	257.48	35,228.41	3,594,945.50
121003...	171.61	41,281	558.31	95,811.57	20,640	340.59	58,448.64	7,084,232.41
121004...	171.00	9,028	213.75	36,551.25	4,514	165.62	28,321.02	1,543,788.00
121005...	53.52	673	70.97	3,798.31	336	53.75	2,878.70	36,013.96
121006...	17.62	599	67.55	1,190.23	299	50.75	894.21	10,554.38
121007...	39.48	655	70.11	2,767.94	327	52.75	2,082.57	25,859.40
121008...	18.03	229	44.46	801.61	114	42.75	770.78	4,128.87
121009...	171.34	10,367	228.28	39,113.49	5,183	173.00	29,641.82	1,776,281.78
121010...	190.80	4,085	157.32	30,016.65	2,042	128.25	24,470.10	779,418.00
121011...	71.11	3,054	142.79	10,153.79	1,527	107.87	7,670.63	217,169.94
121012...	104.00	25,815	393.30	40,903.20	12,907	258.11	26,843.44	2,684,700.00
121013...	276.29	8,508	207.77	57,404.77	4,254	161.62	44,633.98	2,350,675.32
121014 a...	76.79	264	47.03	3,712.93	132	42.75	3,282.77	
	8.48		11.97			5.98	58.71	
121015...	77.35	539	64.98	5,026.20	269	47.75	3,693.46	41,691.65
121016...	223.30	4,735	166.73	37,230.80	2,367	134.25	29,978.02	1,057,325.50
121017...	12.98	186	42.75	554.89	93	42.75	554.89	2,432.88
121018...	140.85	4,090	157.32	22,158.52	2,045	128.25	18,064.01	576,076.50
121019...	16.67	201	42.75	712.64	100	42.75	712.64	3,350.67
121020...	117.66	311	50.45	5,935.94	155	42.75	5,029.96	36,592.26
121021...	78.00	787	76.10	5,935.80	393	58.75	4,572.50	61,386.00
121022...								
121023...	170.20	931	82.08	13,970.01	465	64.75	11,020.45	158,456.20
121024...	50.29	295	48.74	2,451.13	147	42.75	2,149.89	14,835.55
121025...	39.55	601	68.40	2,705.22	300	50.75	2,007.16	23,769.55
121026...	50.96	712	72.68	3,703.77	356	55.75	2,841.02	36,283.52
121027...	81.08	357	53.87	4,367.77	178	42.75	3,466.17	28,945.56
121028...	11.15	217	43.61	486.25	108	42.75	476.66	2,419.55
121029...	10.00	277	47.88	478.80	138	42.75	427.50	2,770.00
121030...	107.63	1,151	91.49	9,847.06	575	67.12	7,224.12	123,882.13
121031...	59.02	1,260	96.62	5,702.51	630	70.12	4,138.49	74,365.20
121032...	7.58	131	42.75	324.04	65	42.75	324.04	992.98
121033...	7.22	221	43.61	314.86	110	42.75	308.65	1,565.62
121034...	52.01	513	64.12	3,334.88	256	46.75	2,431.46	26,681.13
121035...	11.05	209	42.75	472.38	104	42.75	472.38	2,309.45
121036...	235.72	855	79.52	18,744.45	427	60.75	14,319.99	201,540.60
121037...	35.55	122	42.75	1,519.76	61	42.75	1,519.76	4,337.10
121038...	10.56	152	42.75	451.44	76	42.75	451.44	1,605.12
121039...	86.30	1,972	126.54	10,920.40	986	88.12	7,604.75	170,183.60
121040...	35.17	70	42.75	1,503.51	35	42.75	1,503.51	2,461.90
121041...	23.31	283	47.88	1,116.08	141	42.75	996.50	6,596.73
121042...	169.03	19,986	330.88	55,928.64	9,993	225.74	38,156.83	3,378,233.58
121043...	20.85	326	51.30	1,069.60	163	42.75	891.33	6,797.10
121044...	30.45	91	42.75	1,301.73	45	42.75	1,301.73	2,770.95
121045...	13.20	347	53.01	699.73	173	42.75	564.30	4,580.40

a Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Mileage.	Table A1.						Table B1.
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
121046.	14.89	206	\$42.75	\$636.54	103	\$42.75	\$636.54	3,067.34
121047.	64.17	318	50.45	3,237.37	159	42.75	2,743.26	20,406.06
121048.	83.40	582	67.55	5,633.67	191	42.75	3,565.35	46,538.80
121049.								
121050.	337.70	1,426	103.46	24,938.44	713	74.12	25,030.32	481,222.50
121051.	97.92	1,724	116.28	11,386.13	862	82.12	8,041.19	168,814.08
121052.	105.25	471	61.56	6,479.19	235	44.75	4,709.93	49,572.75
121053.	18.06	63	42.75	772.06	31	42.75	772.06	1,137.78
121054.	13.83	95	42.75	591.23	47	42.75	591.23	1,313.85
121055.	31.69	169	42.75	1,354.74	84	42.75	1,354.74	5,355.61
121056.	105.37	862	79.52	8,379.02	431	61.75	6,506.59	90,828.94
121057.	198.37	1,054	87.21	17,299.84	527	65.12	12,917.85	209,081.96
121058.	286.98	5,795	178.70	51,283.32	2,897	142.25	40,822.90	1,663,040.10
121059.	3.88	187	42.75	165.87	93	42.75	165.87	725.56
121060.	30.10	181	42.75	1,286.77	90	42.75	1,286.77	5,468.10
121061.								
121062.								
121063.	88.89	379	54.72	4,864.06	189	42.75	3,800.04	33,689.31
121064.	175.32	3,889	154.76	27,132.52	1,944	128.87	22,593.48	681,819.46
121065.	16.26	84	42.75	695.11	42	42.75	695.11	1,265.84
121066.								
121067.	30.89	450	59.85	1,848.76	225	44.75	1,382.32	13,900.40
121068.	139.69	888	80.37	11,226.88	444	62.75	8,765.54	123,844.72
121069.	92.17	251	46.17	4,255.48	125	42.75	3,940.26	23,134.67
121070.	11.75	140	42.75	502.31	70	42.75	502.31	1,645.00
121071.								
121072.	92.39	452	60.71	5,608.99	226	44.75	4,134.46	41,760.26
121073.								
121074.								
121075.								
121076.	82.30	442	59.88	4,925.65	221	43.75	3,600.62	36,276.60
121077.	108.30	751	74.39	8,056.43	375	56.75	6,146.02	81,233.30
121078.								
121079.								
121080.	22.20	259	46.17	1,024.97	129	42.75	949.05	5,740.80
121081.	9.73	29	42.75	415.95	14	42.75	415.95	272.17
121082.	10.40	61	42.75	444.60	40	42.75	444.60	342.40
121083.	54.05	386	55.58	3,004.09	193	42.75	2,310.63	20,863.30
121084.	8.00	320	3.42	5,010.64	160	1.71	13.68	
121084 a.	97.14		51.30			42.75	4,152.73	
121085.								
121086.	110.48	2,707	127.66	15,208.67	1,353	102.50	11,324.20	188,589.36
121087.	4.50	139	42.75	192.37	69	42.75	192.37	625.50
121088.	65.35	390	55.58	3,632.15	195	42.75	2,783.71	25,495.50
121089.	32.83	188	42.75	1,403.48	94	42.75	1,403.48	6,172.04
121090.	10.91	180	42.75	466.40	90	42.75	466.40	1,963.80
121091.								
121092.	44.41	389	55.58	2,468.30	194	42.75	1,896.52	17,275.49
121093.	8.46	66	42.75	361.66	33	42.75	361.66	558.36
121094.								
121095.	54.61	4,667	164.16	8,964.77	2,283	132.25	7,222.17	249,403.87
121096.								
121097.								
121098.	57.16	9,549	101.74	5,815.45	4,774	170.62	9,752.68	545,820.84
121099.	41.03	13,337	141.93	5,823.38	6,668	191.00	7,836.73	547,217.11
121100.								
121101.								
121102.	8.88	88	42.75	379.62	44	42.75	379.62	781.44
121103.								
121104.	10.20	92	42.75	436.05	46	42.75	436.05	938.40
121105.	17.68	47	42.75	755.82	23	42.75	755.82	830.96
121106.	21.31	167	42.75	911.00	83	42.75	911.00	3,558.77
121107.	20.09	25	42.75	858.84	12	42.75	858.84	502.25
121108.	25.04			1,074.46				
121109.	7.58			324.04				
121110.	2.26	50	42.75	96.61	25	42.75	96.61	113.00
121111.	28.11			843.30				
121112.	8.03			243.28				
121113.	12.76			332.80				
121114.	54.61	13,489	146.20	7,983.98	6,744	191.00	10,430.51	736,634.29
123001.	196.81	3,506	119.69	23,556.18	1,753	95.10	18,716.63	690,015.86
123002.	26.66	140	42.75	1,139.71	70	42.75	1,139.71	3,732.40

a Lap service.

## SECOND-CLASS MAIL MATTER.

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Table A¹.								Table B¹.
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
122003...	44.17	4,058	\$125.85	\$5,558.79	2,029	\$102.60	\$4,531.84	179,241.86
122004...	28.09	206	42.75	1,200.84	104	42.75	1,200.84	5,842.72
122005...	8.62	37	42.75	368.50	18	42.75	368.50	318.94
122006...	207.72	3,733	121.75	26,289.91	1,806	99.90	20,751.52	775,418.76
122007...	123.65	8,934	212.89	26,323.84	4,467	165.62	20,478.91	1,104,689.10
122008...	38.85	153	42.75	1,660.83	86	42.75	1,660.83	5,944.06
122009...	14.04	51	42.75	600.21	25	42.75	600.21	716.04
122010...	17.06	89	42.75	729.21	44	42.75	729.21	1,518.34
122011...	53.51	484	62.42	3,340.09	242	45.75	2,448.08	25,898.84
122012...	148.28	2,102	129.11	19,144.43	1,051	87.50	12,974.50	311,684.56
122013...	20.30	67	42.75	867.82	33	42.75	867.82	1,360.10
122014...	9.55	269	47.03	449.13	134	42.75	408.26	2,568.95
122015...	161.95	1,799	95.08	15,398.20	894	66.50	10,769.67	289,728.55
122016...	300.85	5,396	174.42	52,474.25	2,698	139.25	41,893.36	1,623,386.60
122017...								
122018...	124.38	13,003	256.50	31,903.47	6,501	189.00	23,507.82	1,617,313.14
122019...	69.95	401	45.14	3,157.54	200	34.20	2,392.29	28,049.95
122020...	4.00	499	63.27	253.08	249	46.75	187.00	1,996.00
122021...	16.74	291	48.74	815.90	145	42.75	715.63	4,871.34
122022...	10.18	89	42.75	435.19	44	42.75	435.19	906.02
122023...	6.25	262	4.27	3,845.51	131	2.13	13.31	
122024...	81.20	1,211	47.03	8,167.30	605	42.75	3,471.30	
122025...	86.84	98	94.05	1,725.39	49	69.12	6,002.38	105,163.24
122026...	40.36		42.75			42.75	1,725.39	3,955.28
122027...	28.48	165	42.75	1,217.52	82	42.75	1,217.52	4,699.20
122028...	55.75	756	74.39	4,147.24	378	56.75	3,163.81	42,147.00
122029...	144.09	775	75.24	10,841.33	387	57.75	8,321.19	111,669.75
122030...	17.93	146	42.75	766.50	73	42.75	766.50	2,617.78
122031...	20.48	365	56.43	1,155.68	197	42.75	875.52	8,089.60
122032...	19.07	119	42.75	815.24	59	42.75	815.24	2,209.33
122033...	21.72	383	55.58	2,524.90	191	42.75	928.53	
122034...	5.95		16.24			8.12	48.31	
122035...	24.75	216	43.61	1,079.34	108	42.75	1,058.06	5,346.00
122036...	8.32	75	42.75	355.68	37	42.75	355.68	624.00
122037...	14.65	35	42.75	626.28	17	42.75	626.28	512.75
122038...	7.92	191	42.75	338.58	95	42.75	338.58	1,512.72
122039...	28.56		42.75	1,220.94				
122040...	4.43	163	42.75	189.38	81	42.75	189.38	722.09
122041...								
122042...	7.16	121	42.75	306.09	60	42.75	306.09	866.36
122043...								
122044...								
122045...	81.78	306	49.59	4,055.47	153	42.75	3,496.09	25,024.68
122046...	17.46	48	42.75	746.41	24	42.75	746.41	838.08
122047...	43.18	156	42.75	1,845.94	78	42.75	1,845.94	6,736.08
122048...								
122049...	18.17	166	42.75	776.76	83	42.75	776.76	3,016.22
122050...	23.20	216	43.61	1,011.75	108	42.75	991.80	5,011.20
122051...	28.36	107	42.75	1,212.39	53	42.75	1,212.39	3,034.52
122052...	56.75	139	42.75	2,426.06	69	42.75	2,426.06	7,888.25
122053...	10.03	48	42.75	428.78	24	42.75	428.78	481.84
122054...	66.96	2,833	139.37	9,332.21	146	105.50	7,064.28	189,697.68
122055...	12.22	783	60.88	743.95	391	46.20	564.56	9,568.26
122056...								
122057...	1.61	178	42.75	68.82	89	42.75	68.82	286.58
122058...	20.79	179	42.75	1,273.52	89	42.75	1,273.52	5,332.41
124001...	90.40	389	55.58	5,029.99	194	42.75	3,868.87	35,204.50
124002...	47.66	1,512	106.88	5,093.90	756	76.12	3,627.87	72,061.92
124003...	16.36	108	42.75	699.39	54	42.75	699.39	1,766.88
124004...	181.20	949	82.94	15,028.72	471	64.75	11,732.70	171,958.80
124005...	36.40	6,437	69.25	53,088.97	3,218	34.62	1,329.40	
124006...	271.80		185.54			148.25	40,294.35	
124007...	53.23	640	70.11	3,731.95	320	52.75	2,807.88	34,067.20
124008...	158.58	1,721	116.28	18,439.68	860	82.12	13,022.58	272,916.18
124009...	84.87	610	54.72	8,356.83	305	27.36	2,322.04	
124010...	54.28		68.40			50.75	2,754.71	
124011...	76.54	1,151	91.49	7,002.64	575	67.12	5,137.36	88,087.54
124012...	50.56		128,251			86.50	4,373.44	
124013...	145.74	2,043	102.60	21,437.24	1,021	51.30	7,476.46	

¹ Lap service.



## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A¹.					Table B¹.	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
124011 a	7.00		\$17.95			\$8.97	\$62.79	
	2.85		5.13	\$5,475.19		2.56	7.29	
	91.76	423	58.14		211	42.75	3,922.74	
124012 a	118.77		389.88	143,503.12	17,306	241.78	28,716.21	
	199.44	34,612	487.35			302.22	60,274.75	
124013	37.30	403	56.43	2,104.83	201	42.75	1,594.57	15,031.90
124014	39.06	704	72.68	2,838.88	352	54.75	2,138.53	27,488.24
124015 a	31.75	13,732	264.19	64,110.45	6,866	194.00	6,159.50	
	263.65		211.35			155.20	40,918.48	
124016 a	14.00	1,728	14.36	4,297.58	864	7.18	100.52	
	35.23		116.28			82.12	2,893.08	
124017	112.39	654	70.11	7,879.66	327	52.75	5,928.57	73,503.06
124018	4.05	63	42.75	173.13	31	42.75	173.13	255.15
124019	5.76	492	63.27	364.43	246	45.75	263.52	2,733.92
124020								
124021	59.96	298	49.59	2,973.41	149	42.75	2,563.29	17,865.06
124022	60.78	272	47.88	2,910.14	136	42.75	2,598.34	16,532.16
124023								
124024	6.88	388	55.58	382.39	194	42.75	294.12	2,669.44
124025	6.70	785	76.10	509.87	392	58.75	393.62	5,259.50
124026	7.03	365	53.87	378.70	182	42.75	300.53	2,565.95
124027	32.09	415	57.29	1,838.43	207	42.75	1,371.84	13,317.35
124028	8.11	93	42.75	346.70	46	42.75	346.70	754.22
124029	20.78	134	42.75	888.34	67	42.75	888.34	2,784.32
124030	23.29	460	60.71	1,413.93	230	44.75	1,042.22	10,713.40
124031	17.35	264	47.03	815.97	132	42.75	741.71	4,580.40
124032	99.94	425	58.14	5,810.51	212	43.75	4,372.37	42,474.50
124033	63.82	499	63.27	4,037.89	249	46.75	2,983.58	31,846.18
124034	149.33	1,253	95.76	14,299.84	626	70.12	10,471.01	187,110.49
124035	119.92	491	63.27	7,587.33	245	45.75	5,486.34	56,880.72
124036	48.60	356	53.87	2,618.08	178	42.75	2,077.65	17,301.60
124037	57.37	573	66.09	3,826.00	286	49.75	2,854.15	32,873.01
124038	11.99	57	42.75	512.57	28	42.75	512.57	683.43
124039	38.46	123	42.75	1,644.16	61	42.75	1,644.16	4,730.38
124040	3.31	30	42.75	141.50	15	42.75	141.50	99.30
124041	96.75	286	48.74	4,715.69	143	42.75	4,136.06	27,670.50
124042	27.56	265	47.03	1,296.14	132	42.75	1,178.19	7,303.40
124043	21.28	547	65.84	1,401.07	273	48.75	1,037.40	11,640.16
124044	10.32	202	42.75	441.18	101	42.75	441.18	2,084.64
124045	2.69	79	42.75	114.99	39	42.75	114.99	212.51
124046	3.11	40	42.75	132.95	20	42.75	132.95	124.40
124047								
124048	22.47	211	42.75	960.50	105	42.75	960.59	4,741.17
124049								
124050	100.18	442	59.85	5,995.77	221	43.75	4,382.87	44,279.56
124051								
124052	18.72	59	42.75	800.28	29	42.75	800.28	1,104.48
124053	7.96	15	42.75	340.29	7	42.75	340.29	119.40
124054								
124055								
124056								
124057								
124058	10.05	28	42.75	429.63	14	42.75	429.63	281.40
124059	4.06	17	42.75	173.56	8	42.75	173.56	69.02
124060	17.01	87	42.75	727.17	43	42.75	727.17	1,479.87
124061	22.66	103	42.75	968.71	51	42.75	968.71	2,233.98
124062	23.24	45	42.75	993.51	22	42.75	993.51	1,045.80
124063								
124064	19.84	34	42.75	848.16	17	42.75	848.16	674.56
126001	394.85	15,780	285.57	112,757.31	7,890	203.37	80,300.64	6,230,733.00
126002	33.76	330	51.30	1,731.88	165	42.75	1,443.24	11,140.80
126003 a	95.82	9,591	175.79	26,391.89	4,795	136.50	13,079.43	919,009.62
	43.45		219.74			170.62	7,413.43	
126004 a	53.99	4,900	169.29	54,365.45	2,450	135.25	7,302.14	264,551.00
	333.94		135.43			108.20	36,132.30	
126005	291.45	2,816	139.37	40,619.38	1,408	105.50	30,747.97	820,723.20
126006	21.82	287	48.74	1,063.50	143	42.75	932.80	6,262.34
126007	9.44	296	49.59	468.12	148	42.75	403.56	2,794.24
126008	62.15	389	55.58	3,454.29	194	42.75	2,656.91	24,176.35
126009	105.84	774	75.24	7,063.40	387	57.75	6,112.26	81,820.16
126010	98.54	2,077	129.11	12,722.49	1,038	86.50	8,523.71	204,667.58
126011	1.11	98	42.75	47.45	49	42.75	47.45	108.78

a Lap service.

## SECOND-CLASS MAIL MATTER.

773

Number of route.	Miles.	Table A <sup>1</sup> .					Table B <sup>1</sup> .	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
126012...								
126013...	159.82	1,606	\$111.15	\$17,763.99	803	\$79.12	\$12,644.95	256,670.92
126014...	11.62	366	53.87	625.96	183	42.75	496.75	4,252.82
126015...	66.88	193	42.75	2,859.12	96	42.75	2,859.12	12,907.84
126016...	195.84	4,766	167.58	32,818.86	2,383	134.25	18,023.06	933,273.44
126017...	60.10	1,052	87.21	5,241.32	526	65.12	3,913.71	63,225.20
126018...	98.00	1,312	98.33	9,636.34	656	71.12	6,969.76	128,576.00
126019...	457.03	4,188	159.03	72,681.48	2,094	129.25	59,071.22	1,914,041.64
126020...	22.07	608	68.40	1,509.58	304	50.75	1,120.05	13,418.56
126021...	251.51	7,574	198.36	49,889.52	3,787	153.62	38,636.96	1,904,936.74
126022...	48.41	198	42.75	2,069.52	99	42.75	2,069.52	9,585.18
126023...	26.61	310	50.45	1,342.47	155	42.75	1,137.57	8,249.10
126024...	12.29	259	46.17	567.42	129	42.75	525.39	3,182.11
126025...	126.75	1,567	109.44	13,871.52	783	78.12	9,901.71	198,617.25
126026...	211.78	2,371	133.38	28,247.21	1,185	94.50	20,013.21	502,130.38
126027...								
126028...	41.72	386	55.58	2,318.79	193	42.75	1,783.53	16,103.92
126029...	24.41	211	42.75	1,043.52	105	42.75	1,043.52	5,150.51
126030...								
126031...	41.16	127	42.75	1,759.59	63	42.75	1,759.59	5,227.32
126032...								
126033...	32.32	68	42.75	1,381.68	34	42.75	1,381.68	2,197.76
126034...								
126035...	42.04			1,261.20				
126036...	44.68	124	42.75	1,010.07	62	42.75	1,910.07	5,540.32
126037...	8.25			352.68				
126038...	20.07			602.10				
127001...								
127002...	241.83	14,596	272.74	65,956.71	7,298	195.37	66,783.32	3,529,750.68
127003...	16.23	468	61.56	999.11	234	44.75	726.29	7,595.64
127004...	151.15	30,113	431.61	66,295.90	15,056	277.85	41,997.02	4,551,579.95
127005...	13.42	39	42.75	573.70	19	42.75	573.70	523.38
127006...	121.22							
127006a...	183.35	11,999	245.38	65,736.56	5,999	183.00	22,183.26	
	304.57		196.30			146.40	26,842.44	1,454,518.78
127007...	168.51	5,276	173.57	29,248.28	2,638	138.25	23,296.50	889,058.76
127008...	65.49	4,396	161.60	10,583.18	2,198	131.25	8,585.56	287,894.04
127009...	60.74	532	64.98	3,946.88	266	47.75	2,900.33	32,313.68
127010...	19.86	316	50.45	1,001.93	158	42.75	849.01	6,275.76
127011a...	119.77	9,307	216.32	27,773.22	4,653	168.62	20,195.61	
	18.80		99.18			49.59	932.29	1,114,099.39
127012...	57.57	350	53.01	3,051.78	175	42.75	2,461.11	20,149.50
127013...	69.55	891	80.37	5,589.73	445	62.75	4,364.26	61,969.05
127014...	26.38	365	53.87	1,421.09	182	42.75	1,127.74	9,628.70
127015...	86.93	700	72.68	6,318.07	350	54.75	4,759.41	60,851.00
127016...	62.91	694	71.82	4,518.10	347	54.75	3,444.32	43,659.54
127017...	87.60	1,010	85.50	7,489.80	505	64.12	5,616.91	88,476.00
127018...	34.61	399	56.43	1,933.04	199	42.75	1,479.57	13,809.39
127019...	13.62	43	42.75	582.25	21	42.75	582.25	585.66
127020...	8.35	563	66.69	556.86	281	48.75	407.06	4,701.05
127021...	39.47	395	56.43	2,227.29	197	42.75	1,687.34	15,590.65
127022...	30.57	4,166	159.03	4,861.54	2,083	129.25	3,951.17	127,354.62
127023...	10.43	344	53.01	552.89	172	42.75	445.88	3,587.92
127024...	35.14	127	42.75	1,502.23	63	42.75	1,502.23	4,462.78
127025...	15.13	335	52.16	789.18	167	42.75	646.80	5,068.65
127026...	36.70	406	57.29	2,102.54	203	42.75	1,568.92	14,900.20
127027...	24.80	233	44.46	1,102.60	116	42.75	1,000.20	5,778.40
127028...	15.21	45	42.75	650.22	22	42.75	650.22	684.45
127029...								
127030...	69.37	519	64.12	4,448.00	259	46.75	3,243.04	36,003.03
127031...	7.92	304	49.59	392.75	152	42.75	338.58	2,407.68
127032...	65.90	242	46.32	2,986.58	121	42.75	2,817.22	15,947.80
127033...								
127034...	123.40	884	80.37	9,917.65	442	62.75	7,743.35	109,085.60
127035...	166.06	1,366	100.89	16,753.79	683	73.12	12,142.30	226,637.96
127036...	7.54	71	42.75	322.33	35	42.75	322.33	533.34
127037...	13.82	50	42.75	590.80	25	42.75	590.80	691.00
127038...	11.47	408	57.29	657.11	204	42.75	490.34	4,679.76
127039...	23.52	146	42.75	1,005.48	73	42.75	1,005.48	3,433.92
127040...	5.72	150	42.75	244.53	75	42.75	244.53	858.00
127041...	30.65	88	42.75	1,310.28	44	42.75	1,310.28	2,697.20
127042...	6.22	64	42.75	265.90	32	42.75	265.90	398.08

\* Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
		Pounds.			Pounds.			
1	2	3	4	5	6	7	8	9
127043								
127044								
127045	8.31	61	\$42.75	\$355.25	30	\$42.75	\$355.25	596.91
127046	19.49	152	42.75	833.19	76	42.75	833.19	2,982.48
127047	30.50	96	42.75	1,303.87	48	42.75	1,303.87	2,928.00
127048	21.00	13	42.75	897.75	6	42.75	897.75	273.00
127049	15.45	65	12.75	660.48	32	42.75	660.48	1,104.25
127050	85.00			3,650.40				
127051	3.62			154.75				
127052	7.57			323.61				
128001	12.11	335	52.16	631.65	167	42.75	517.70	4,086.85
128002	154.75	5,695	177.84	27,520.74	2,847	142.25	22,013.18	881,301.25
128003	67.10	1,309	98.33	6,597.94	654	71.12	4,772.15	87,833.90
128004	299.04	36,931	512.14	153,150.34	18,465	317.22	94,861.46	11,043,846.24
128005	3.39	87	42.75	144.92	43	42.75	144.92	294.93
128006	37.34	730	73.53	2,745.61	365	55.75	2,081.70	27,258.20
128007	171.41	5,310	173.57	29,751.63	2,655	138.25	23,697.43	910,187.10
128008	266.56	15,315	280.44	74,754.08	7,657	200.37	53,410.62	4,082,366.40
128009	288.95	9,940	223.16	60,018.88	4,970	173.62	46,695.09	2,663,363.00
128010	17.44	232	44.46	775.38	116	42.75	745.56	4,046.08
128011	10.99	1,023	86.36	949.09	511	64.12	704.67	11,242.77
128012	19.48	298	49.59	966.01	149	42.75	832.77	5,805.04
128013	36.77	375	54.72	2,012.05	187	42.75	1,571.91	13,788.75
128014	84.90	702	72.68	6,170.53	351	44.68	4,648.27	59,569.80
128015	68.91	1,322	96.18	6,834.49	661	72.12	4,966.78	91,090.02
128016	123.70	5,555	176.13	21,787.28	2,777	140.25	17,348.92	687,153.50
128017	1.66	2,581	135.95	225.07	1,290	99.50	165.17	4,284.46
128018								
128019	17.11	254	46.17	789.96	127	42.75	731.45	4,345.94
128020	338.30	24,108	374.49	126,689.96	12,054	248.11	80,105.61	8,155,736.40
128021	18.87	155	42.75	806.69	77	42.75	806.69	2,924.85
128022	19.91	189	42.75	851.15	94	42.75	851.15	3,762.99
128023	11.75	113	42.75	502.31	56	42.75	502.31	1,327.75
128024	31.69	879	79.52	2,519.98	439	61.75	1,956.85	27,855.51
128025	161.46	30,006	437.76	70,680.72	15,003	277.85	44,881.66	4,844,768.76
128026	27.60	415	57.29	1,581.20	207	42.75	1,179.90	11,454.00
128027	52.07	912	81.23	4,229.64	456	42.75	3,319.46	47,487.84
128028	27.00	291	48.74	1,315.98	145	42.75	1,154.25	7,857.00
128029	17.85	63	42.75	763.08	31	42.75	763.08	1,124.58
128030	31.32	859	70.11	2,195.84	329	52.75	1,632.13	20,639.88
128031	16.71	303	40.59	828.64	151	42.75	714.35	5,063.13
128032	84.71	4,647	165.87	14,050.84	2,323	133.25	11,287.60	393,647.37
128033	115.59	6,259	183.83	21,248.90	3,129	146.25	16,908.03	723,467.81
128034	130.56	1,260	96.62	12,614.70	630	70.12	9,154.86	164,505.00
128035	7.31	202	42.75	312.50	101	42.75	312.50	1,476.62
128036	8.66	63	42.75	370.21	31	42.75	370.21	545.58
128037	47.83	3,133	145.64	6,870.30	1,566	109.87	5,255.08	149,851.39
128038	4.06	43	42.75	173.56	21	42.75	173.56	174.58
128039	87.30	3,823	149.62	13,061.82	1,761	119.87	10,464.65	307,567.90
	20.80		35.05			17.52	364.41	67,371.20
128040 a	120.80	3,239	145.35	18,707.92	1,619	111.87	13,513.89	
	12.00		35.05			17.52	210.24	
	153.60					111.87	17,183.23	
128041	42.37	312	50.45	2,137.56	156	42.75	1,811.31	13,219.44
128042	41.18	476	62.42	2,570.45	238	45.75	1,883.98	19,601.68
128043	26.41	500	64.12	1,693.40	250	46.75	1,234.06	13,205.00
128044	39.66	389	55.58	2,204.30	194	42.75	1,695.40	15,427.74
128045	93.87	1,423	103.46	9,711.79	711	74.12	6,957.64	133,577.01
128046	4.65	37	42.75	198.78	18	42.75	198.78	172.06
128047	229.30	1,157	91.49	20,984.14	578	67.12	15,364.64	265,369.52
128048								
128049	11.32	304	49.59	561.35	152	42.75	483.93	3,441.28
128050	96.37	503	64.12	6,179.24	251	46.75	4,508.29	48,474.11
128051	19.90	67	42.75	850.72	33	42.75	850.72	1,333.30
128052	169.50	19,981	330.88	56,084.16	9,990	225.74	38,262.93	3,396,679.50
128053								
128054								
128055								
128056	7.44	28	42.75	318.06	14	42.75	318.06	209.32
128057	37.88	333	52.10	1,975.82	166	42.75	1,619.37	12,614.04
128058	5.90	289	46.74	287.50	144	42.75	252.22	1,086.10
128059	146.56	27,930	415.53	60,900.07	13,965	268.48	39,348.42	4,003,420.80

a Lap service.

## SECOND-CLASS MAIL MATTER.

775

Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
		3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
131087...	25.26	169	\$42.75	\$1,079.86	84	\$42.75	\$1,079.86	4,168.94
135110...	12.79	176	42.75	546.77	88	42.75	546.77	2,251.04
143061...	22.20	101	42.75	946.05	50	42.75	949.05	2,242.20
179001...	62.60	786	76.09	4,763.23	393	58.75	3,577.75	49,203.60
179002...	29.74	444	59.85	1,779.93	222	43.75	1,301.12	13,204.56
179003...	23.33	314	50.45	1,176.99	157	42.75	997.35	7,325.62
179004...	34.30			1,466.32				
109083...	2.70	59	42.75	115.42	29	42.75	115.42	159.30
110095...	6.12	119	42.75	261.63	59	42.75	261.63	728.28
110126...	1.26	139	42.75	53.86	69	42.75	53.86	175.14
110224...	9.17	21	42.75	392.01	10	42.75	392.01	192.57
110189...	36.48	295	48.74	1,778.03	147	42.75	1,559.52	10,761.60
110260...	36.10	520	64.98	2,345.77	260	42.75	1,723.77	18,772.00
113919...	6.88	313	50.45	347.09	156	42.75	294.12	2,153.44
113024...	42.90	623	69.29	2,971.25	311	51.75	2,220.07	26,726.70
114061...	4.94	280	47.88	236.52	140	42.75	211.18	1,383.20
116093...	51.33	240	45.32	2,326.27	120	42.75	2,194.35	12,319.20
118005...	23.98	6,986	191.52	4,592.04	3,493	152.25	3,650.95	167,524.28
116013...	222.89	4,253	159.89	35,637.88	2,126	130.25	29,031.42	\$47,551.17
119018...	16.98	236	45.32	769.53	118	42.75	725.89	4,007.28
116024...	13.04	378	54.72	713.54	189	42.75	557.46	4,929.12
116033...	33.58	565	66.69	2,239.45	282	48.75	1,637.02	18,972.70
	.87		155.61				113.85	
147001 *	132.00	3,975	124.48	42,867.94	1,987	130.87	13,820.40	
	169.02		155.61			130.87	20,429.44	
147002...	48.13	311	50.45	2,428.15	155	42.75	2,057.55	14,968.43
147003...	166.04	2,510	108.07	17,943.94	1,255	78.00	12,951.12	416,760.40
147004...	49.21	436	59.00	2,903.39	217	43.75	2,152.93	21,406.35
147005...	22.49	519	64.12	1,442.05	259	46.75	1,051.40	11,672.31
147006...	56.54	180	42.75	2,417.08	90	42.75	2,417.08	10,177.20
147007...	113.93	2,481	135.09	15,390.80	1,240	97.50	11,108.17	282,660.33
147008...								
147009...	25.55	546	65.84	1,682.21	273	48.75	1,245.56	13,650.30
147010...	66.50	764	75.24	5,003.46	382	57.75	3,840.37	50,806.00
147011...	3.30	39	42.75	141.07	19	42.75	141.07	128.70
147012...	140.75	1,334	99.18	13,959.58	667	72.12	10,150.89	187,760.50
147013...	19.55	1,978	126.54	2,473.85	989	98.12	1,722.74	38,689.90
147014...	41.80	955	82.94	3,466.89	477	65.75	2,748.35	39,919.00
147015...	6.71	498	63.27	424.54	249	46.75	313.99	3,241.58
147016...	5.75	335	52.16	299.92	167	42.75	245.81	1,926.25
147017...	32.74	188	42.75	1,399.63	94	42.75	1,399.63	6,155.12
147018...	47.92	307	49.59	2,376.35	153	42.75	2,048.58	14,711.44
147019...	16.18	196	42.75	69.69	98	42.75	691.69	3,171.28
147020...	24.33	101	42.75	1,040.10	50	42.75	1,040.10	2,457.33
147021...								
147022...	17.05	82	42.75	728.88	41	42.75	728.88	1,398.10
147023...	91.32	5,402	175.28	16,006.56	2,701	139.25	12,716.31	4933,10.64
147024...								
147025...	18.93	237	45.32	857.90	118	42.75	809.25	4,486.41
147026...	44.40	630	69.26	3,075.14	315	51.75	2,797.70	27,972.00
147027...	2.75	42	42.75	117.56	21	42.75	117.56	115.50
147028...	23.26	54	42.75	994.36	27	42.75	994.36	1,256.04
147029...								
147030...	35.05	196	42.75	1,498.38	98	42.75	1,498.38	6,809.80
147031...	22.15	153	42.75	946.91	76	42.75	946.91	3,388.95
147032...	42.34	246	45.32	1,918.84	123	42.75	1,810.03	10,415.64
147033...								
147034...								
147035...	5.91	35	42.75	252.65	17	42.75	252.65	206.85
147036...	36.84	318	50.45	1,858.57	159	42.75	1,574.91	11,715.12
147037...								
147038...	15.10	378	54.72	826.27	189	42.75	645.52	5,707.80
147039...								
147040...	72.97	310	50.45	3,681.33	155	42.75	3,119.46	22,620.70
147041 *	165.49	52,384	377.16	287,737.57	26,192	398.70	65,980.86	
	324.29		541.72			318.96	103,435.53	
147042...	425.02	3,491	148.77	68,230.22	1,745	118.87	50,522.12	1,483,744.82
147043...								
147044...								
147045...	39.10	227	44.46	1,738.38	113	42.75	1,671.62	8,875.70
147046...								
147047...								

<sup>a</sup> Lap service.

Number of route.	Miles.	Average daily weight.	Table A <sup>1</sup> .					Table B <sup>1</sup> .
			Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
147048.								
147049.								
147050.	25.77	207	\$42.75	\$1,101.66	103	\$42.75	\$1,101.66	5,324.39
147051.	45.51	240	45.32	2,062.51	120	42.75	1,945.55	10,921.40
147052.								
147053.	30.50	2,575	135.95	4,146.47	1,287	99.50	3,034.75	78,537.50
147054.	37.38	204	42.75	1,597.99	102	42.75	1,597.99	7,625.52
147055.	3.13	172	42.75	133.80	86	42.75	133.80	538.36
147056.	49.83	1,644	112.86	5,623.81	822	80.12	3,992.37	81,920.52
147057.	26.59	406	57.29	1,523.34	203	42.75	1,136.72	10,795.54
147058.	20.79	154	42.75	888.77	57	42.75	888.77	3,201.66
147059.	24.75	71	42.75	1,058.06	35	42.75	1,058.06	1,757.25
147060.	12.00			513.00				
147061.	32.01			1,368.42				
147062.	11.15			476.66				
149001.	142.56	1,131	90.63	17,451.71	565	67.12	12,924.62	217,785.36
149002.	340.08	4,659	165.87	58,996.51	2,329	133.25	45,315.66	
149003.	19.50		132.69	50,369.14	10,190	106.60	2,078.70	
149004.	145.82	21,380	345.42	87.63	66	227.74	33,209.04	3,117,631.60
149005.	2.05	132	42.75	1,111.50	75	42.75	87.63	270.60
149006.	26.00	151	42.75	374.06	98	42.75	1,111.50	39.26
149007.	8.75	196	42.75	2,439.55	210	42.75	374.06	1,715.00
149008.	41.96	421	58.14	23,008.02	2,315	42.75	1,733.79	17,665.16
149009.	174.29	4,630	132.01	974.31	144	106.60	18,579.31	806,962.70
149010.	19.99	288	48.74	33,224.08	9,218	42.75	854.57	5,757.12
149011.	105.88	18,437	312.79	211.61	77	215.74	22,842.55	1,952,109.56
149012.	4.95	154	42.75			42.75	211.61	762.30
149013.								
149014.	35.80	391	5.98	1,557.44	195	2.99	107.04	
149015.	24.17	89	55.58	655.35	44	42.75	1,033.26	
149016.	15.33	89	42.75	4,796.78	950	42.75	655.35	1,364.37
149017.	38.69	1,900	123.98	637.48	185	86.12	3,331.98	73,501.00
149018.	11.65	371	54.72			42.75	498.03	4,322.15
149019.								
149020.	62.32	591	67.55	4,209.71	295	49.75	3,100.42	36,831.12
149021.	29.40	98	42.75	1,256.85	49	42.75	1,256.85	2,881.20
149022.	60.56	517	64.12	4,056.08	258	46.75	2,831.18	
149023.	25.29		6.84			3.42	86.49	
149024.	5.35	358	53.87	288.20	179	42.75	228.71	1,915.30
149025.								
149026.	59.62	194	42.75	2,548.75	97	42.75	2,548.75	11,566.28
149027.	31.00	153	42.75	1,325.25	76	42.75	1,325.25	4,743.00
149028.	102.27	358	53.87	5,509.28	179	42.75	4,372.04	36,612.66
149029.	22.81	125	42.75	975.12	62	42.75	975.12	2,851.25
149030.	12.34	67	42.75	527.53	33	42.75	527.53	826.78
149031.	100.90	289	48.74	4,917.86	144	42.75	4,313.47	29,160.10
149032.	123.22	373	54.72	6,742.59	186	42.75	5,267.65	45,961.06
149033.	92.28	260	47.03	4,339.92	130	42.75	3,944.97	24,133.20
149034.	16.54	303	49.59	820.21	151	42.75	707.08	5,011.62
149035.								
149036.	25.79	336	52.16	1,345.20	168	42.75	1,102.52	8,655.44
149037.	9.04	231	44.46	401.91	115	42.75	386.46	2,088.24
149038.	33.72	104	42.75	1,441.53	52	42.75	1,441.53	3,506.88
149039.	21.13	230	44.46	939.43	115	42.75	903.30	4,859.90
149040.	5.61	30	42.75	239.82	15	42.75	239.82	168.30
149041.	75.61	169	42.75	3,232.32	84	42.75	3,232.32	12,778.09
149042.	99.97	367	53.87	5,385.38	183	42.75	4,273.71	36,688.99
149043.	33.14	353	53.01	1,756.75	176	42.75	1,416.73	11,698.42
150001.	150.77	4,512	163.31	24,622.24	2,256	132.25	19,939.33	660,274.24
150002.	208.90	7,666	199.22	41,617.05	3,833	154.62	32,300.11	1,601,427.40
150003.	337.03	7,554	197.51	66,566.79	3,777	153.62	51,774.54	2,545,924.62
150004.	115.19	1,648	112.86	13,000.34	824	80.12	9,229.02	189,833.14
150005.	43.61	1,984	127.40	5,555.91	992	88.12	3,842.91	86,522.22
150006.	50.30	2,899	140.22	7,053.06	1,449	107.50	5,407.25	145,819.70
150007.	496.07	12,549	251.37	124,697.11	6,274	180.00	92,269.02	6,225,182.43
150008.	50.32	390	55.58	2,796.78	195	42.75	2,151.18	19,624.80
150009.	774.38							
150010.	90.80		200.93			155.62	120,509.01	
150011.	1.90	7,820	93.19	164,439.59	3,910	46.59	4,230.37	
150012.	867.08		200.93			155.62	285.67	

<sup>a</sup> Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A.					Table B.	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
150010...	29.23	586	\$67.55	\$1,974.48	293	\$49.75	\$1,454.19	14,205.78
150011...	173.41	1,952	125.69	21,795.90	976	87.12	15,107.47	338,496.32
150012...	111.15	17,379	302.67	33,641.77	8,689	213.37	23,716.07	1,931,675.85
150013...								
150014...	31.41	82	42.75	1,342.77	41	42.75	1,342.77	2,575.62
150015...	16.51	367	53.87	889.39	183	42.75	705.80	6,059.17
150016...	161.96	179	42.75	6,923.79	89	42.75	6,923.79	28,990.84
150017...	51.04	234	44.46	2,269.23	117	42.75	2,181.96	11,943.36
150018...	22.87	27	42.75	977.69	13	42.75	977.69	617.49
150019...	56.14	284	48.74	2,736.26	142	42.75	2,399.98	15,943.76
150020...	38.84	193	42.75	1,660.41	96	42.75	1,660.41	7,496.12
150021...	53.16	1,510	106.88	5,681.74	755	76.12	4,046.53	3,271.60
150022...	104.40	892	80.37	8,390.62	446	62.75	6,551.10	93,248.80
150023...	191.48	1,314	98.33	18,828.22	657	71.12	13,618.05	251,604.72
150024...	74.39	148	42.75	3,180.17	74	42.75	3,180.17	11,009.72
150025...	306.05	4,609	165.02	50,504.37	2,304	133.25	40,781.16	1,410,584.45
150026...	10.02	548	65.84	659.71	274	48.75	488.47	5,490.96
150027...	345.30	3,822	153.90	53,141.67	1,911	126.87	43,808.21	1,319,736.60
150028...	308.84	5,501	176.13	54,395.98	2,750	140.25	43,314.81	1,698,928.84
150029...	74.08	457	60.71	4,497.39	228	44.75	3,315.08	33,854.56
150030...	37.75	633	69.26	2,614.56	316	51.75	1,953.56	23,895.75
150031...								
150032...	44.38	281	47.88	2,124.91	140	42.75	1,897.24	12,470.78
150033...	88.62	1,037	96.36	7,653.22	518	64.12	5,041.11	91,888.94
150034...	7.36	400	56.43	415.32	200	42.75	314.64	2,944.00
150035...	195.73	2,203	130.82	25,605.39	1,101	90.50	17,713.56	430,093.19
150036...	92.12	1,291	97.47	8,978.93	645	71.12	6,551.57	118,926.92
150037...	.99	2,281	131.67	59,645.19	1,140	92.50	91.57	2,258.99
150038...	99.77	962	83.79	8,359.72	481	65.75	6,559.87	95,978.74
150039...	615.61	2,324	132.53	81,586.79	1,162	93.50	57,559.53	1,430,677.64
150040...	12.55	141	42.75	536.51	70	42.75	536.51	1,769.55
150041...	7.12	410	57.29	407.90	205	42.75	304.38	2,919.20
150042...	25.48	1,043	14.53	307.22	521	65.12	1,659.25	26,575.64
150043...	35.61	1,624	112.01	3,988.67	812	79.12	2,815.46	57,830.64
150044...	90.03	550	65.84	5,927.57	275	48.75	4,388.47	49,516.50
150045...	30.37	93	42.75	1,298.31	46	42.75	1,298.31	2,824.41
150046...	67.07	211	42.75	2,867.24	105	42.75	2,867.24	14,151.77
150047...	24.08	1,463	105.17	2,532.49	731	75.12	1,808.88	35,220.04
150048...	39.68	408	57.29	2,273.26	204	42.75	1,695.89	16,189.44
150049...	229.01	2,098	129.11	20,567.48	1,049	87.50	20,038.37	480,362.98
150050...								
150051...	6.39	266	47.03	300.52	133	42.75	273.17	1,199.74
150052...								
150053...	12.18	48	42.75	520.69	24	42.75	520.69	584.64
150054...	7.76	34	42.75	331.74	17	42.75	331.74	263.84
150055...	172.92	2,875	140.22	24,246.84	1,437	106.50	18,415.98	497,145.00
150056...	53.31	276	47.88	2,552.48	138	42.75	2,278.99	14,113.56
150057...	239.47	1,532	107.73	25,798.10	766	77.12	18,467.92	366,868.04
150058...	71.10	751	74.39	5,289.12	375	56.75	4,034.92	53,396.10
150059...	75.67	496	63.27	4,787.64	248	46.75	3,537.57	37,532.32
150060...	52.40	253	46.17	2,419.30	126	42.75	2,240.40	13,257.20
150061...	142.22	1,562	109.44	15,564.55	781	78.12	11,110.22	222,147.64
150062...	57.41	1,658	112.86	6,479.29	829	80.12	4,509.68	95,185.78
150063...	51.12	150	42.75	2,185.38	75	42.75	2,185.38	7,668.00
150064...	42.33	508	64.12	2,714.19	254	46.75	1,978.92	21,503.64
150065...	95.06	1,022	86.36	8,209.38	511	64.12	6,085.24	97,151.32
150066...	114.90							
150067...	15.58	1,189	93.20	10,975.09	594	68.12	7,806.98	-----
150068...	130.48		17.10			8.55	133.20	-----
150069...	154.89	2,994	141.93	21,983.53	1,497	109.50	16,960.35	463,740.66
150070...	21.41	159	42.75	915.27	79	42.75	915.27	3,404.19
150071...	38.23							
150072...	14.30	1,043	87.21	9,872.53	521	65.12	2,489.53	-----
150073...	75.59		14.54			7.27	103.96	-----
150074...	125.12		87.21			65.12	4,922.42	-----
150075...	43.50	68	42.75	1,859.62	34	42.75	1,859.62	2,958.00
150076...	55.12	273	47.88	2,639.14	136	42.75	2,356.38	15,047.76
150077...	7.82	189	42.75	334.30	94	42.75	334.30	1,477.98
150078...	71.81	164	1.71	122.79	82	42.75	3,069.87	11,776.84
150079...	54.02	301	49.59	2,678.85	150	42.75	2,309.35	16,260.02

\*Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A.						Table B.
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
150075	225.91	869	\$78.66	\$17,770.08	489	\$61.75	\$13,949.94	194,056.80
150076	171.42	1,063	88.07	15,096.95	531	65.12	11,162.87	182,219.46
150077	43.01	272	47.88	2,059.31	136	42.75	1,888.67	11,698.72
150078	52.06	469	61.56	3,206.04	234	44.75	2,330.58	24,425.32
150079	54.67	194	42.75	2,337.14	97	42.75	2,337.14	10,805.98
150080								
150081	76.39	350	53.01	4,049.43	175	42.75	3,265.67	26,736.50
150082	22.95	521	64.98	1,491.29	260	47.75	1,095.66	11,956.95
150083	201.97	557	65.84	13,297.70	278	48.75	9,846.03	112,496.29
150084								
150085	27.20	34	42.75	1,162.80	17	42.75	1,162.80	624.80
150086	20.36	118	42.75	870.39	59	42.75	870.39	2,402.44
150087	18.92	40	42.75	808.83	20	42.75	808.83	758.80
150088	19.24	160	42.75	822.51	80	42.75	822.51	3,078.40
150089	94.26	3,836	153.90	14,509.69	1,918	126.87	11,961.29	361,655.08
150090	16.83	55	42.75	719.48	27	42.75	719.48	925.65
150091	32.47	67	42.75	1,388.09	33	42.75	1,388.09	2,075.29
150092	1.67	1,262	96.62	161.35	631	70.12	116.10	2,107.54
150093								
150094	11.12	109	42.75	475.38	54	42.75	475.38	1,212.08
150095	51.32	6,141	182.97	9,390.02	3,070	145.25	7,454.23	315,156.12
150096	115.15	1,502	106.88	12,307.23	751	76.12	8,765.21	172,955.20
150097	104.15	137	42.75	4,452.41	68	42.75	4,452.41	14,267.95
150098	81.09	93	42.75	3,406.59	46	42.75	3,406.59	7,541.37
150099	41.32	5,797	178.70	7,383.88	2,898	142.25	5,877.77	239,582.04
150100	29.92	153	42.75	1,279.08	76	42.75	1,279.08	4,577.76
150101	5.12	46	42.75	218.88	23	42.75	218.88	235.52
150102	56.89	202	42.75	2,432.04	101	42.75	2,432.04	11,491.78
150103 a	54.79	1,476	105.17	6,384.26	738	52.58	2,880.85	
	24.45		21.38			10.69	261.37	
	6.45		15.39			7.69	49.60	
153001	14.49	423	58.14	842.44	411	59.75	865.77	6,128.27
153002	112.32	6,519	186.39	20,935.32	3,259	148.25	16,539.10	732,214.06
153003	50.17	240	45.32	2,273.70	120	42.75	2,144.76	12,040.80
153004 a	199.44	3,546	149.62	30,197.98	1,773	119.87	24,025.65	
	9.30		38.47			19.23	178.83	
153005	164.13	1,366	100.89	16,559.07	683	73.12	12,001.18	224,201.58
153006	261.21	3,583	150.48	39,306.88	1,791	120.87	31,572.45	935,915.43
153007	29.06	1,746	117.14	3,404.08	873	82.12	2,385.40	50,738.76
153008	302.80	7,226	194.09	58,770.45	3,613	150.62	46,607.63	2,189,632.80
153009	171.76	3,284	146.21	25,113.02	1,642	113.87	19,557.31	564,059.94
153010 a	158.97	15,758	285.57	122,454.55	7,879	202.37	31,968.37	
	23.61		228.45			161.90	3,822.45	
	250.95		285.57			202.37	50,783.75	
153011	557.81	1,715	115.43	64,388.00	857	81.12	45,239.54	956,644.15
153012								
153013								
153014								
154001	105.04	2,278	131.67	13,830.61	1,139	91.50	9,611.16	239,281.12
154002	5.79	402	56.43	326.72	201	42.75	247.42	2,327.58
154003	154.50	7,750	200.07	30,910.81	3,875	155.62	24,058.85	1,197,375.00
154004	185.71	3,041	142.79	26,517.53	1,620	107.87	20,032.53	564,744.11
154005								
154006	145.34	648	70.11	10,189.79	324	52.75	7,666.68	83,180.32
154007	98.69	1,795	118.85	11,728.11	897	83.12	7,287.93	177,130.60
154008								
154009	43.02	616	68.40	2,942.56	308	51.75	2,226.28	26,500.32
154010								
154011								
154012	26.60	291	48.70	1,290.48	145	42.75	1,137.15	4,830.60
154013	74.24	1,181	93.20	6,919.16	590	68.12	5,057.12	87,677.44
154014	11.28	468	61.56	694.39	234	44.75	504.78	5,279.04
154015	16.82	411	57.29	963.61	205	42.75	719.05	8,595.02
154016								
154017	104.44	697	71.82	7,500.88	348	54.75	5,718.09	72,794.68
154018	81.04	311	50.45	4,088.46	155	42.75	3,404.46	25,203.44
154019	60.55	6,206	183.83	11,130.90	3,103	148.25	8,855.45	375,773.30
154020	36.55	1,051	87.21	3,187.52	525	65.12	2,380.13	38,414.05
154021	61.31	526	64.98	3,983.92	263	47.75	2,927.55	32,248.06
154022	65.24	626	69.26	4,518.52	313	51.75	3,376.17	40,187.84
154023	33.50	728	73.53	2,463.25	364	55.75	1,867.62	24,389.60
155001	640.37	14,743	274.46	175,755.95	7,371	196.37	125,750.45	9,440,974.91

a Lap service.

# SECOND-CLASS MAIL MATTER.

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Table A¹.							Table B¹.	
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
155002	34.36	299	\$44.46	\$1,527.64	1.99	\$42.75	\$1,468.89	10,273.64
155003	100.70	5,516	176.13	17,738.29	2,758	140.25	14,123.17	555,461.29
155004	141.54	3,254	116.28	16,458.27	1,627	90.30	12,781.06	460,571.18
155005	113.85	1,902	123.98	14,115.12	951	86.12	9,804.62	216,542.70
155006	101.14	5,925	180.41	18,246.66	2,962	144.25	14,589.44	599,254.30
155007 a	227.02	2,281	133.38	27,568.20	1,190	75.60	17,162.71	
155008	25.06	9,774	221.45	38,897.69	4,587	94.50	2,370.06	
155009	175.65	685	57.45	9,638.80	342	172.62	30,320.70	1,716,802.10
	157.33		449.73			43.00	6,785.09	107,771.05
155010 a	420.04	31,129	359.78	218,851.32	15,564	284.85	18,631.13	
	84.14		449.73			227.88	98,708.71	
155011	79.05	12,151	247.10	19,533.25	6,075	184.00	14,545.20	960,536.55
155012	148.92	9,257	216.32	32,214.37	4,628	167.62	24,961.97	1,378,552.44
155013	165.98	493	63.27	10,501.55	246	45.75	7,563.66	81,928.14
155014	9.18	67	42.75	392.44	33	42.75	392.44	615.06
155015	71.29	539	64.98	4,632.42	269	47.75	3,404.09	38,425.31
155016								
155017	74.38	3,136	143.64	10,683.94	1,568	109.87	8,172.12	233,255.68
155018	43.01	9,663	103.45	4,449.38	4,831	171.62	9,997.57	415,605.63
155019	177.26	3,449	148.77	26,370.97	1,724	117.87	20,863.63	611,369.74
155020	39.04	634	69.26	2,703.91	317	51.75	2,020.32	24,751.36
155021	20.63	2,960	141.93	2,928.01	1,480	109.50	2,258.97	61,064.80
155123	66.58	1,047	87.21	5,806.44	523	65.12	4,335.68	69,709.26
155124	2.13	563	66.69	142.04	281	48.75	103.83	1,199.19
155125	15.96	272	47.88	764.16	136	42.75	682.29	4,341.12
155126	9.11	226	44.46	405.03	113	42.75	389.45	1,958.86
155127 a	6.64	312	18.81	2,975.81	156	9.41		
	56.51		50.45			42.75		
155128	4.92	1,056	87.21	429.07	528	65.12	320.39	5,195.32
155129	1.70	982	84.65	143.90	491	66.75	113.47	1,669.40
155130	35.16	127	42.75	1,503.09	63	42.75	1,503.09	4,465.32
155131								
155132	98.55	345	53.01	5,224.13	172	42.75	4,213.01	33,999.75
155133	4.72	142	42.75	201.78	71	42.75	201.78	670.24
155134	140.78	7,713	199.22	28,046.19	3,856	154.62	21,767.40	1,085,836.14
155135 a	5.70	191	42.75	281.29	95	42.75		
	22.00		1.71					
157001	63.60	6,044	182.12	11,564.62	3,022	145.25	9,223.37	383,794.00
157002	34.00	2,121	129.96	4,418.64	1,060	88.50	3,009.00	72,114.00
157003	42.05	1,735	116.28	4,889.57	867	82.12	3,453.14	72,956.76
157004	95.08	2,990	141.93	13,494.70	1,495	109.50	10,411.26	284,289.20
157005	60.00	1,927	65.66	3,939.60	463	63.75	3,825.05	55,620.60
157006	284.33	38,645	530.10	150,723.33	19,322	324.59	92,290.67	7,123,432.85
157007	39.85	871	79.52	3,168.87	435	61.75	2,460.73	34,709.36
157008	104.98	1,755	117.14	12,297.35	877	82.12	8,620.95	184,239.90
157009 a	38.47	3,162	144.50	12,849.80	1,581	110.87	9,859.46	
	63.07		115.60			88.70		
157010	94.49	5,122	171.86	16,239.05	2,561	137.25	12,968.75	483,977.78
157011	2.80	55	42.75	119.70	27	42.75	119.70	154.00
157012	12.36	88	42.75	528.39	44	42.75	528.39	1,067.68
157013 a	106.40	6,869	190.67	50,158.75	3,434	151.25	16,093.00	
	195.84		152.53			121.00	23,696.64	
157014	13.35	962	83.79	1,118.59	481	65.75	877.76	12,842.70
157015 a	102.10	5,390	174.42	41,679.07	2,695	139.25	14,217.42	
	171.06		139.53			111.40	18,058.31	
157016	20.56	118	42.75	878.94	59	42.75	878.94	2,426.08
	4.80		170.15					
157017 a	8.48	4,948	53.01	36,657.44	2,474	135.25		
	206.20		170.15			26.51		
157018 a	54.52	7,543	197.51	61,745.71	3,771	153.62	8,375.36	
	278.29		158.00			122.90	34,201.84	
	35.48		197.51			153.62	5,450.43	
157019	118.61	677	70.97	8,417.75	338	53.75	6,375.28	80,298.97
157020	292.01	2,091	129.11	37,701.41	1,045	87.50	25,550.87	610,592.91
157021	152.94	9,547	218.88	33,475.50	4,773	170.62	26,094.62	1,460,117.18
157022	91.47	977	83.79	7,664.27	488	66.75	6,105.62	89,366.19
157023	23.91	447	59.81	1,431.01	223	43.75	1,046.06	10,687.77
157024	62.68	408	57.29	3,590.93	204	42.75	2,679.57	25,573.44
157025	90.57	1,463	105.17	9,525.24	731	75.12	6,803.61	132,583.91
157026	226.00	2,734	138.51	31,303.26	1,867	103.50	23,391.00	616,884.00

a Lap. service.



Table A1.

Table B

Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
137027...	189.16	4,907	\$169.29	\$32,022.89	2,453	\$135.25	\$25,583.89	926,208.1
137028...	59.48	9,189	215.46	12,815.56	4,594	167.62	9,970.03	546,561.7
137029...	69.91	1,473	105.17	7,352.43	736	75.12	5,251.63	102,977.4
137030...								
137031...	176.96	2,110	129.11	22,847.30	1,055	87.50	15,484.00	373,385.0
137032...	9.56	157	42.75	408.69	78	42.75	408.69	1,500.2
137033...	105.79	516	64.12	6,783.25	258	46.75	4,945.68	54,587.64
137034...	26.31	1,100	89.78	2,362.11	550	66.12	1,739.61	28,941.00
137035...	58.99	19,785	328.32	19,367.59	9,892	224.74	13,257.41	1,167,117.15
137036...	7.04	205	42.75	300.96	102	42.75	300.96	1,443.20
137037...	15.97	224	44.46	710.02	112	42.75	682.71	3,577.28
137038...	42.07	293	48.74	2,050.49	146	42.75	1,798.49	12,329.51
137039...	335.57	20,721	338.58	113,617.29	10,360	230.74	77,429.42	6,953,346.7
137040...	14.99	112	42.75	640.82	56	42.75	640.82	1,678.88
137041 a...	76.06		134.24					
	6.88	2,424	25.65	13,552.13	1,212	95.50	12.33	
	22.98		134.24					
137042...	93.39	1,435	103.46	9,662.12	717	74.12	6,922.06	134,114.65
137043...	25.74	290	49.59	1,276.44	148	42.75	1,100.38	7,607.74
137044...	17.34	68	42.75	741.28	34	42.75	741.28	1,179.12
137045...	27.15	1,789	118.85	3,226.77	894	83.12	2,256.70	48,571.35
137046...	3.60	418	58.14	209.30	209	42.75	153.90	1,504.80
137047...	19.83	169	42.75	847.73	84	42.75	847.73	3,351.27
137048...	12.41	5,439	175.28	2,175.22	2,719	139.25	1,728.09	67,497.98
137049...	3.18	132	42.75	135.94	66	42.75	135.94	419.76
137050...	11.91	276	47.88	570.25	138	42.75	509.15	3,247.10
137051 a...	151.55		153.05					
	62.70	3,746	122.44	35,752.46	1,873	124.87	18,924.04	
	31.89		153.05			99.90	6,263.73	
137052...	46.03	1,113	89.78	4,132.57	556	66.12	3,043.50	51,231.37
137053...	8.61	546	65.84	566.88	273	48.75	419.73	4,701.06
137054...	64.90	1,042	88.92	5,770.90	541	66.12	4,291.18	70,221.80
137055...	40.24	2,183	130.82	5,264.19	1,091	89.50	3,601.48	87,843.92
137056...	6.83	348	53.01	362.05	174	42.75	291.98	2,376.84
137057...	12.03	99	42.75	514.28	49	42.75	514.28	1,190.97
137058...	36.21	108	42.75	1,547.97	54	42.75	1,547.97	3,910.68
137059...	11.88	51	42.75	507.87	25	42.75	507.87	675.88
137060...	34.60	556	65.84	2,278.06	278	48.75	1,686.75	19,237.66
137061...	18.95	373	54.72	1,036.94	186	42.75	810.11	7,068.37
137062...								
137063...	37.22	729	73.53	2,736.78	364	55.75	2,075.01	27,133.38
137064...	100.66	926	82.04	8,262.17	463	63.75	6,417.07	93,211.16
137065...	21.17	118	42.75	905.01	59	42.75	905.01	2,498.06
137066...	9.26	310	50.45	467.16	155	42.75	395.86	2,870.60
137067...	14.22	3,327	147.06	2,091.19	1,663	114.87	1,633.45	47,309.94
137068...	11.34	661	70.97	804.79	330	52.75	598.18	7,445.74
137069...	13.48	94	42.75	576.27	47	42.75	576.27	1,267.12
137070...								
137071...	33.53	354	53.01	1,777.42	177	42.75	1,433.40	11,849.62
137072...	47.15	601	68.40	3,225.06	300	50.75	2,392.86	28,337.15
137073...	28.02	322	51.30	1,437.42	161	42.75	1,197.85	9,022.44
137074...	5.80	48	42.75	247.95	24	42.75	247.95	278.40
137075...	25.24	474	61.56	1,553.77	237	45.75	1,154.73	11,943.75
137076 a...	21.50	721	73.53	7,308.88	360	5.13		
	96.40		10.26					
137077...	44.41	812	76.95	3,417.34	406	59.75	2,653.49	36,060.92
137078...	29.15	72	42.75	1,246.16	36	42.75	1,246.16	2,098.80
137079...	53.87	8,438	206.91	11,146.24	4,219	100.62	8,652.59	454,555.06
137080...	11.88	62	42.75	507.87	31	42.75	507.87	736.56
137081...								
137082...	35.13	307	49.59	1,742.09	153	42.75	1,501.80	10,784.91
137083...	53.21	1,368	100.89	5,368.35	684	73.12	3,890.71	72,791.28
137084...	71.00	584	67.55	4,796.05	292	49.75	2,039.75	41,464.00
137085...	6.03		42.75	257.78				
137086...	38.12	205	42.75	1,629.63	102	42.75	1,629.63	7,814.80
137087...	63.50	46	42.75	2,714.62	23	42.75	2,714.62	2,921.00
137088...	4.29	59	42.75	183.39	29	42.75	183.39	253.11
137089...	50.00	100	42.75	2,137.50	50	42.75	2,137.50	5,000.00
137090...								
137091...	64.36	177	42.75	2,751.39	88	42.75	2,751.39	11,391.72
137092...	18.83	308	50.45	949.97	154	42.75	804.98	5,799.64
137093...	27.79	459	60.71	1,687.13	229	44.75	1,243.60	12,755.61

\* Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over en route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
137094...	8.62	4,419	\$162.45	\$1,400.31	2,209	\$131.25	\$1,131.37	38,091.78
137095...	14.50	86	42.75	619.87	43	42.75	619.87	1,247.00
137096...	1.87	299	49.59	92.73	149	42.75	79.94	559.13
137097...	20.14	121	42.75	860.98	60	42.75	860.98	2,436.94
137098...								
137099...								
137100...	19.21	92	42.75	821.22	46	42.75	821.22	1,767.32
137101...	92.76	502	64.12	5,947.77	251	46.75	4,289.78	46,565.52
137102 a...	{ 11.91 13.11 }	{ 10,404 }	{ 111.14 228.23 }	{ 4,316.42 }	{ 5,202 }	{ 55.57 }		
137103...	32.86	184	42.75	1,404.76	92	42.75	1,404.76	6,049.24
137104...	43.70	42	42.75	1,868.17	21	42.75	1,868.17	1,835.40
137105...								
137106...	11.00	101	42.75	470.25	50	42.75	470.35	1,111.00
137107...	2.74	162	42.75	117.13	81	42.75	117.13	443.88
137108...	39.53	154	42.75	1,689.90	77	42.75	1,689.90	6,087.62
137109...	28.05	195	42.75	1,199.13	97	42.75	1,199.13	5,469.75
137110...	47.53	309	50.45	2,397.88	154	42.75	2,031.90	14,686.77
137111...	9.47	254	46.17	437.22	127	42.75	404.84	2,405.38
137112...	3.33		42.75	142.35				
137113...	7.61	294	48.74	370.91	147	42.75	325.32	2,237.34
137114...	243.52	17,563	305.24	74,332.04	8,781	214.37	52,203.38	4,276,941.76
137115...	1.63	53	42.75	69.68	26	42.75	69.68	86.39
137116...	2.37	131	42.75	101.31	65	42.75	101.31	310.47
137117...	8.90	392	21.38	190.28	196	42.75	380.47	3,488.80
137118...	16.84	154	42.75	719.91	77	42.75	719.91	2,593.36
137119...	32.91	55	42.75	1,406.90	27	42.75	1,406.90	1,810.05
137120...	3.48	72	42.75	148.77	36	42.75	148.77	250.56
137121...	18.61	857	78.66	1,463.86	428	61.75	1,149.16	15,948.77
137122...	25.20	2,262	131.67	3,318.08	1,131	91.50	2,305.80	57,002.40
137123...	15.96	45	42.75	682.29	22	42.75	682.29	719.20
137124...	16.60	44	42.75	709.65	22	42.75	709.65	730.40
137125...	21.48	14	42.75	918.27	7	42.75	918.27	300.72
137126...								
137127...	14.80	232	44.46	658.00	116	42.75	632.70	3,433.60
137128...	23.68		42.75	1,012.32		42.75	1,012.32	
137129...	3.10		42.75	132.52		42.75	132.52	
139001...	182.01	5,162	172.71	31,434.94	2,581	137.25	24,980.87	939,535.62
139002...	197.60	135,758	1,568.07	300,850.63	67,879	843.47	166,649.67	26,825,780.80
139003...	103.44	2,671	137.66	14,239.55	1,335	101.50	10,499.16	275,288.24
139004...	90.31	1,990	127.40	11,505.49	995	88.12	7,958.11	179,116.90
139005...	38.15	903	81.23	3,098.92	451	62.75	2,393.91	34,448.35
139006...	48.77	907	81.23	3,961.58	453	63.75	3,109.08	44,234.39
139007...	14.79	148	42.75	632.27	74	42.75	632.27	2,188.92
139008...	10.32	120	42.75	441.18	60	42.75	441.18	1,238.40
139009...	288.10	22,942	362.52	104,442.01	11,471	240.11	6,946.09	6,609,590.20
139010...	38.20	6,964	191.52	7,316.06	3,482	152.25	5,815.95	266,024.60
139011...	73.13	3,629	151.34	11,067.49	1,814	121.87	8,912.35	265,388.77
139012 a...	{ 63.30 246.39 }	{ 13,696 }	{ 263.34 210.67 }	{ 68,576.40 }	{ 6,848 }	{ 194.00 155.20 }	{ 12,280.20 38,239.72 }	
139013...	23.20	40	42.75	991.80	20	42.75	991.80	928.00
139014...	4.00	1,157	91.49	365.96	578	67.12	268.48	4,628.00
139015...	72.19	663	56.77	4,098.22	331	42.20	3,046.41	47,861.97
139016...	262.66	4,695	165.87	43,567.41	2,347	133.25	34,999.44	1,233,188.70
139017 a...	{ 27.00 132.10 186.59 }	{ 6,504 }	{ 77.80 186.39 149.11 }	{ 54,545.14 }	{ 3,252 }			
139018...	368.56	3,286	146.21	53,887.15	1,643	113.87	41,967.92	1,211,088.16
139019...	186.57	645	70.11	11,678.22	322	52.75	8,786.56	107,437.65
139020...	19.24	139	42.75	822.51	69	42.75	822.51	2,674.36
139021...	17.63	200	42.75	753.68	100	42.75	753.68	3,526.00
139022...	55.60	199	42.75	2,376.90	99	42.75	2,376.90	11,064.40
139023...	7.43	1,191	93.20	3,488.47	595	68.12	506.13	8,849.13
139024...	119.60	1,367	100.89	12,066.44	683	73.12	8,745.15	163,493.20
139025...	48.18	982	84.65	4,078.43	491	66.75	3,216.01	47,312.76
139026...	11.33	494	63.27	716.84	247	45.75	518.34	5,597.02
139027...	213.90	939	82.08	17,556.91	469	64.75	13,850.02	200,852.10
139028 a...	{ 159.30 4.65 }	{ 2,568 }	{ 108.76 135.95 }	{ 17,957.63 }	{ 1,284 }	{ 79.00 99.50 }	{ 12,680.28 462.67 }	
139029...	15.97	745	74.39	1,188.00	372	56.75	906.29	11,897.66

a Lap service.

Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
139030 a	19.50 155.90 3.50 15.70	10,424	\$228.28 182.62 228.28 182.62	\$36,588.02	5,212			
139031	185.85	2,136	129.96	24,153.06	1,068	\$88.50	\$16,447.72	398.955.00
139032	17.21	84	42.75	735.72	42	42.75	735.72	1,445.14
139033	25.62	775	75.24	1,927.64	387	57.75	1,479.55	19,855.00
139034	35.80	1,068	88.92	3,183.33	544	66.12	2,367.09	35,969.00
139035	28.38	278	47.98	1,358.83	139	42.75	1,213.24	7,830.00
139036	15.72	762	76.10	1,186.29	396	58.75	923.55	12,538.00
139037	38.65	1,099	88.07	3,403.90	534	65.12	2,516.88	41,314.65
139038	174.23	2,768	138.51	24,132.59	1,384	104.50	18,207.03	482,268.00
139039	10.33	365	53.87	556.47	182	42.75	441.00	3,770.75
139040	62.56	422	58.14	3,637.25	211	42.75	2,674.44	26,400.32
139041	17.51	167	42.75	748.55	83	42.75	748.55	2,994.17
139042	12.32	709	72.68	895.41	354	54.75	674.52	8,734.88
139043	4.42	457	60.71	268.33	122	44.75	197.79	2,019.04
139044	22.79	245	45.32	1,032.84	122	42.75	974.27	5,583.11
139045	44.39	249	46.17	2,049.48	124	42.75	1,897.67	11,933.11
139046	25.05	120	42.75	1,070.88	60	42.75	1,070.88	3,006.00
139047								
139048	81.61	4,794	167.58	13,676.20	2,397	134.25	10,956.14	391,228.34
139049	64.09	568	66.69	4,274.16	284	49.75	3,188.47	36,462.12
139050	5.27	170	42.75	225.29	85	42.75	225.29	886.00
139051 a	63.09 7.30 6.33	4,474	130.64 163.31	9,434.24	2,237	105.00 131.25	6,624.45 958.12	
139052	16.54	12,049	246.24	1,558.09	6,024	183.00	1,158.39	376,370.17
139053	7.41	120	42.75	707.08	60	42.75	707.08	1,964.00
139054	11.97	351	53.01	392.80	175	42.75	316.77	2,000.01
139055	53.71	361	53.87	644.82	180	42.75	511.71	4,321.17
139056	22.58	112	42.75	2,296.10	56	42.75	2,296.10	6,114.32
139057	56.59	355	53.01	1,196.96	177	42.75	965.29	8,015.00
139058	490.65	799	76.10	4,306.49	399	58.75	3,324.66	45,215.41
139059	8.95	4,972	170.15	8,385.62	2,486	136.25	66,851.06	2,439,511.00
139060	169.92	63	42.75	382.61	31	42.75	382.61	543.15
139061	169.92	3,720	152.19	25,860.12	1,860	124.87	21,217.91	632,162.40
139062	16.19	50	42.75	692.12	25	42.75	692.12	809.30
139063								
139064	4.53	20	42.75	193.65	10	42.75	193.65	50.00
139065	18.61	77	42.75	795.57	38	42.75	795.57	1,432.67
139066	6.67	30	42.75	285.14	15	42.75	285.14	200.00
139067	68.23	543	52.67	3,593.67	271	38.20	2,606.38	37,046.00
139068	16.31	36	42.75	697.25	18	42.75	697.25	587.16
139069	17.99	143	42.75	769.07	71	42.75	769.07	2,579.55
139070	5.90	81	42.75	252.22	40	42.75	252.22	477.00
139071	6.97	191	42.75	297.96	96	42.75	297.96	1,821.45
139072	15.27	124	42.75	652.79	62	42.75	652.79	1,868.49
139073	37.02	513	64.12	2,373.72	266	46.75	1,730.68	18,991.36
139074								
139075	8.05	61	42.75	344.13	30	42.75	344.13	491.05
139076	6.57	38	42.75	280.86	19	42.75	280.86	268.06
139077	8.31	449	58.85	497.35	224	44.75	371.87	3,721.19
139078	2.21	274	47.88	105.81	137	42.75	94.47	606.54
139079	20.08	243	45.32	910.02	121	42.75	858.42	4,879.44
139080	24.51	243	45.32	1,110.79	121	42.75	1,047.80	5,955.65
139081	36.82	1,154	91.49	3,368.66	577	67.12	2,471.85	42,499.36
139082	22.39	206	42.75	957.17	103	42.75	957.17	4,612.54
139083	3.54	271	47.03	166.48	135	42.75	151.33	868.34
139084	51.70	447	59.85	3,094.24	223	43.75	2,261.87	23,168.00
139085								
139086	34.23	1,093	88.92	3,043.73	546	66.12	2,263.28	37,412.30
139087 a	210.50 4.30	1,156	91.49 13.68	19,317.46	578			
139088								
139089	26.19	182	42.75	1,119.62	91	42.75	1,119.62	4,766.16
139090	13.03	14	42.75	557.03	7	42.75	557.03	122.00
139091								
139092								
139093	6.09	12	42.75	260.34	6	42.75	260.34	13.00
139094								
139095	161.73	806	76.95	12,445.12	403	58.75	9,501.63	130,354.36
139096	13.47	694	71.82	967.41	347	54.75	737.48	9,348.15

a Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
129007...	3.97	29	\$42.75	\$169.71	14	\$42.75	\$169.71	115.13
129008...	85.80	1,063	87.21	7,465.17	826	65.12	5,574.27	90,186.80
129009...	21.39	485	49.93	1,068.00	242	36.60	782.87	10,374.15
129100...	33.14	115	42.75	1,416.73	57	42.75	1,416.73	3,811.10
129101...	2.15	164	42.75	91.91	82	42.75	91.91	352.60
129102...								
129103...	5.04	206	42.75	215.46	103	42.75	215.46	1,088.24
129104...	29.30		42.75	1,252.57				
129106...	34.60		42.75	1,479.15				
141001 a...	107.88	40,619	551.47	122,312.20	20,309	336.50	86,311.32	
141002...	142.39		441.18			269.28	38,242.77	
141003...	92.69	539	64.98	6,022.99	269	47.75	4,425.94	49,959.91
141003...	7.20	199	42.75	307.80	99	42.75	307.80	1,432.80
141004 a...	89.77	32,677	405.97	98,324.93	16,338	293.85	26,085.06	
141005...	152.80		372.78			235.06	20,640.22	
141005...	119.27	424	58.14	6,934.35	212	43.75	5,218.06	50,570.48
141006 a...	200.63	21,152	274.29	70,795.50	10,576	186.20	37,357.30	
141006 a...	45.96		342.96			232.74	10,701.38	
141007 a...	151.08		158.68	24,612.08	3,807	123.70	18,688.59	
141008...	3.22	7,615	198.36	437.76	82	154.62	497.87	
141008...	12.80	165	34.20	437.76	82	42.75	547.20	2,112.00
141009 a...	100.00	6,680	151.16	28,158.01	3,344	120.20	12,020.00	
141010...	69.02		188.96			150.25	10,370.25	
141010...	55.94	289	38.99	2,181.10	144	34.20	1,913.14	16,166.66
141011...	143.43	1,758	93.71	13,440.82	879	65.70	9,423.35	252,149.94
141012 a...	11.40	3,225	116.28	5,453.53	1,612	80.50	1,020.30	
141012 a...	28.40		145.35			111.87	3,177.10	
141012...	141.74	116,553			58,276	741.62	105,117.21	16,520,222.22
141014...	184.30	3,804	123.12	22,691.01	1,902	101.50	18,706.45	701,077.20
141015...	139.45	9,975	179.20	24,980.44	4,987	138.90	19,369.60	1,380,013.75
141016...	26.05	323	51.30	1,336.36	161	42.75	1,113.63	8,414.15
141017...	25.87	135	42.75	1,105.94	67	42.75	1,105.94	3,492.45
141018...	28.78	420	58.14	1,673.26	210	42.75	1,230.34	12,087.60
141019...	30.10	11,077	235.12	7,077.11	5,538	177.00	5,327.70	333,417.70
141020...	62.12	3,602	150.48	9,347.81	1,801	121.87	7,570.56	223,756.24
141021...	271.52	5,533	176.13	47,822.81	2,766	140.25	38,080.68	1,502,320.16
141022...	60.26	213	43.61	2,627.93	106	42.75	2,576.11	12,835.38
141023 a...	301.40	2,224	104.65	37,729.29	1,112	72.40	21,821.36	
141023 a...	47.30		130.82			90.50	4,280.65	
141024...	38.48	1,084	88.92	3,421.64	542	66.12	2,544.29	41,712.32
141025...	279.47	23,814	297.54	83,153.50	11,907	196.90	55,027.04	6,655,298.58
141026...								
141027...	3.36	1,439	82.76	278.07	719	59.30	199.24	4,835.04
141028...	55.49	437	59.00	3,273.91	218	43.75	2,427.68	24,249.13
141029...	43.23	1,478	105.17	4,546.49	739	75.12	3,247.43	63,893.94
141030...	28.41	118	42.75	1,214.52	59	42.75	1,214.52	3,352.38
141031...	48.13	7,025	192.38	9,258.24	3,512	149.02	7,350.83	338,113.25
141032...	57.63	740	74.39	4,287.09	370	56.75	3,270.50	42,646.20
141033...	19.70	530	64.98	1,280.10	265	47.75	940.67	10,441.00
141034...	47.16	440	59.85	2,822.52	220	43.75	2,063.25	20,750.40
141035 a...	4.22	57	34.20	565.82	28	34.20	144.32	
141035 a...	9.96		42.75			42.75	421.51	
141036...	6.05	395	56.43	341.40	197	42.75	258.63	2,399.75
141037 a...	32.80	11,752	242.82	36,530.80	5,876	181.00	5,900.00	
141037 a...	147.31		194.25			144.80	21,340.48	
141038...	215.56	2,096	129.11	27,830.95	1,048	87.50	18,861.50	451,813.76
141039...	141.08	967	83.79	11,821.09	483	65.75	9,276.01	136,424.36
141040...	136.63	3,014	141.93	19,391.89	1,507	106.87	14,601.04	411,802.82
141041...	146.74	1,818	119.70	17,564.77	909	84.12	12,343.76	266,773.32
141042...	77.71	1,104	89.78	6,976.80	552	66.12	5,138.18	85,791.84
141043...	5.62	381	55.58	312.35	190	42.75	240.25	2,114.22
141044...	9.20	3,068	114.23	1,050.91	1,529	86.30	793.96	28,133.60
141045...	25.95	271	47.03	1,220.42	135	42.75	1,109.36	4,322.25
141046 a...	86.48		75.44	8,420.79	387	57.75	4,994.22	
141046 a...	31.80	774	60.19			46.20	1,469.16	
141047...								
141048...	97.35	864	79.52	7,741.27	432	61.75	6,011.36	84,110.40
141049...	117.03	1,211	94.06	11,006.67	105	42.75	5,003.03	141,723.33
141050...	21.81	913	81.23	1,771.62	406	59.75	1,303.14	19,912.53
141051...	17.01	309	60.71	1,032.67	154	42.75	727.17	5,256.09
141052...	67.26	1,759	117.14	7,878.83	879	82.12	5,523.39	118,310.34
141053...								

a Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A <sup>1</sup> .					Table B <sup>1</sup> .	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
141054...	118.12	1,160	\$92.34	\$10,907.20	584	\$68.12	\$8,046.33	138,082.28
141055...	264.22	5,119	171.86	45,406.84	2,559	137.25	36,264.19	840,642.18
141056...	14.23	485	62.42	888.23	242	45.75	651.02	6,901.55
141057...	28.87	318	50.45	1,456.49	159	42.75	1,224.19	9,180.06
141058...	219.99	11,605	241.11	53,141.78	5,802	181.00	39,818.19	2,552,983.95
141059...	33.43	545	65.84	2,201.03	272	48.75	1,629.71	15,219.45
141060...	45.09	307	56.43	2,578.28	196	42.75	1,053.24	18,138.93
141061...	95.80	2,757	138.51	13,269.25	1,378	103.50	9,915.30	264,120.60
141062...	195.46	1,431	103.46	20,222.29	715	74.12	14,487.49	279,703.26
141063...	7.20	160	42.75	307.80	80	42.75	307.80	1,152.00
141064...	26.76	1,195	93.20	2,494.03	597	68.12	1,822.89	31,978.20
141065...								
141066...								
141067...	153.78	857	78.66	12,096.33	428	61.75	9,495.91	131,798.46
141068...	13.17	58	42.75	563.01	29	42.75	563.01	753.86
141069...	281.74	1,659	112.86	31,797.17	829	80.12	22,573.00	467,496.06
141070...	66.83	4,094	165.87	11,085.09	2,347	133.25	8,905.09	313,700.02
141071...								
141072...								
141073...	59.11	278	47.88	2,830.18	139	42.75	2,526.95	16,432.88
141074...								
141075...	113.70	434	59.00	6,708.30	217	43.75	4,974.37	49,345.80
141076...								
141077...	38.70	233	44.46	1,720.60	116	42.75	1,654.42	9,017.10
141078...	32.14	251	46.17	1,483.90	125	42.75	1,373.98	8,067.14
141079...								
141080...	27.43	367	53.87	1,477.65	183	42.75	1,172.63	10,069.81
141081...	74.40	1,440	104.31	7,760.66	720	75.12	5,588.92	107,136.00
141082...								
141083...	18.40	379	54.72	1,006.84	189	42.75	786.60	6,973.60
141084...	7.15	113	42.75	305.66	56	42.75	305.66	807.95
141085...	16.61	918	81.23	1,359.23	459	63.75	1,058.88	15,147.98
141086...	126.25	768	75.24	9,409.05	384	57.75	7,290.93	96,960.00
141087...	117.51	617	68.40	8,037.68	308	51.75	6,081.14	72,503.67
141088...								
141089...								
141090...	172.65	3,455	119.01	20,547.07	1,727	94.30	16,280.89	596,563.75
141091...								
141092...								
141093...								
141094...	7.82	980	84.65	661.96	490	66.75	521.98	7,683.60
141095...								
141096...								
141097...								
141098...	8.87	201	42.75	379.19	100	42.75	379.19	1,782.87
141099...	46.75	85	42.75	1,998.56	42	42.75	1,998.56	3,973.75
141100 a...	18.03		64.98					
	26.97	6,125	51.98	14,795.87	3,062			
	66.80		182.07					
141101...	9.40	2,414	133.38	1,253.77	1,207	95.50	997.70	22,691.60
141102...	32.68	516	64.12	2,095.44	258	46.75	1,527.79	16,882.88
141103...	22.41	155	42.75	958.02	57	42.75	958.02	3,472.55
141104...	43.83		1,873.73					
141105...	26.06	888	80.37	2,094.44	444	62.75	1,635.26	23,141.28
143001...	252.94	13,504	261.63	66,176.69	6,752	192.00	48,564.48	3,415,701.76
143002...	121.31	1,332	99.18	12,031.52	666	72.12	8,748.87	161,584.92
143003...	293.37	4,488	163.31	47,010.25	2,244	132.25	38,798.15	1,316,644.36
143004...	4.87	77	42.75	208.19	38	42.75	208.19	374.99
143005 a...	271.71		1,342.60					
	18.34	146,034	1,678.36	395,603.41	73,027	718.06	195,104.08	
143006...	65.37	1,233	94.01	6,304.26	616	897.58	16,461.61	
143007...	104.49	3,170	144.50	15,098.80	1,585	69.12	4,518.37	80,601.21
143008 a...	25.34		12.82			110.87	11,564.90	331,233.20
	195.32	-1,187	93.20	18,528.67	593			
143009...	68.08	1,073	88.07	5,995.80	536	65.12	4,433.36	73,049.84
143010 a...	178.45	4,327	160.74	29,996.20	2,163			
	28.42		46.17					
143011...								
143012...	171.19	5,437	175.28	31,517.75	2,718	139.25	23,838.20	
143013...	10.78		140.22			111.40	1,200.89	
143014...	8.75	445	59.85	523.68	222	43.75	382.81	3,893.75

<sup>a</sup> Lap service.

## SECOND-CLASS MAIL MATTER.

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Table A <sup>1</sup> .								Table B <sup>1</sup> .
Number of route.	Miles.	Average daily weight.	Present pay per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
143015...	6.48	723	\$73.53	\$476.67	361	\$55.75	\$361.26	4,685.04
143016...	79.23	638	69.26	5,487.46	319	51.75	4,100.15	50,548.74
143017...	335.62	4,910	169.29	56,817.10	2,455	135.25	45,392.60	1,647,894.20
143018...	32.96	356	53.87	1,770.16	178	42.75	1,404.76	11,698.16
143019...	161.35	2,215	130.82	21,107.80	1,107	90.50	14,602.17	357,300.25
143020...	43.70	1,622	112.01	4,804.83	811	79.12	3,457.54	70,881.40
143021...	327.02	9,997	179.20	58,601.98	4,998	138.90	45,423.07	3,269,218.94
143022...	102.07	1,706	115.43	11,781.94	852	81.12	8,279.91	174,131.42
143023...	19.23	422	58.14	1,118.03	211	42.75	822.08	8,115.06
143024a...	2.60	468	49.24	4,376.27	234	36.80	95.68	
	69.01		61.56			44.75	3,088.99	
143025a...	83.93	6,165	182.97	46,196.82	3,082	146.25	12,274.76	
	210.70		146.37			117.00	24,651.90	
143026...	9.38	3,599	150.48	1,411.50	1,799	120.87	1,133.76	33,758.62
143027...	153.84	1,406	102.60	15,783.98	703	74.12	11,402.62	216,299.09
143028...	261.88	5,919	180.41	47,245.77	2,959	143.25	37,514.31	1,550,067.72
143029...	76.71	22,211	354.82	27,218.24	11,105	236.11	18,111.99	1,703,905.81
143030...	59.34	12,116	246.24	14,611.88	6,058	184.00	10,918.56	718,963.44
143031...	137.72	2,135	129.96	17,898.09	1,067	88.50	12,188.22	294,032.20
143032...	17.56	327	51.30	900.82	163	42.75	750.69	5,742.12
143033...	67.98	2,131	129.96	8,834.68	1,065	88.50	6,016.23	144,865.38
143034...	70.60	1,966	125.69	8,873.71	978	87.12	6,150.67	138,093.60
143035...	19.39	171	42.75	828.92	85	42.75	828.92	3,315.69
143036...	17.39	57	42.75	743.42	28	42.75	743.42	991.23
143037...	38.28	214	43.61	1,669.39	107	42.75	1,636.47	8,191.91
143038...	81.25	2,233	130.82	10,629.12	1,116	90.50	7,353.12	181,431.25
143039...	58.18	296	49.59	2,885.14	148	42.75	2,487.19	17,221.28
143040...	23.05	553	65.84	1,517.61	276	48.75	1,123.68	12,746.65
143041...	48.19	824	77.81	3,749.66	412	59.75	2,879.35	39,708.56
143042...	33.45	701	72.68	2,431.14	350	54.75	1,831.38	23,448.45
143043...	71.71	384	55.58	3,985.64	192	42.75	3,065.60	27,536.64
143044...	25.47	789	76.10	1,938.26	394	58.75	1,196.38	20,065.83
143045...	31.57	408	57.29	1,804.64	204	42.75	1,349.61	12,880.56
143046...	179.41	1,363	100.89	18,100.67	681	73.12	13,118.45	244,535.83
143047...	303.58	3,581	150.48	45,682.71	1,790	120.87	36,693.71	1,087,119.98
143048...	21.65	310	50.45	1,092.24	155	42.75	925.53	6,711.50
143049...	64.54	601	68.40	4,414.53	300	50.75	3,920.80	38,787.54
143050...	100.19	1,225	94.91	9,509.03	612	69.12	6,925.13	122,732.75
143051...	91.94	916	81.23	7,468.28	408	59.75	5,493.41	84,217.04
143052...	66.60	1,489	106.02	7,060.93	744	76.12	5,069.59	99,167.40
143053...	36.22	623	69.26	2,508.56	311	51.75	1,874.38	22,565.06
143054...	14.89	357	53.87	802.12	178	42.75	636.54	5,315.73
143055a...	63.66	1,734	116.28	7,532.51	867			
	7.25		17.95					
143056...	7.42	224	44.46	329.89	112	42.75	317.20	1,662.08
143057...	110.33	671	70.97	7,830.12	335	53.75	5,930.23	74,031.43
143058...	38.36	261	47.03	1,804.07	130	42.75	1,639.89	10,011.96
143059...	14.89	495	63.27	942.09	247	45.75	681.21	7,370.55
143060...	191.89	8,090	203.49	39,047.69	4,045	158.62	30,437.59	1,552,390.10
143062...	5.12	321	51.30	262.65	160	42.75	218.88	1,643.52
143063...	37.80	3,243	145.35	5,494.23	1,621	112.87	4,266.48	122,585.40
	64.73		55.58					
143064a...	15.27	388	4.27	3,107.09	194			
143065...	87.73	928	82.08	7,200.87	464	64.75	5,680.51	81,413.34
143066...	73.66	3,791	153.05	11,273.66	1,895	125.87	9,271.58	279,245.06
143067...	97.57	991	84.65	8,259.30	495	66.75	6,512.79	96,691.87
143068...	26.93	91	42.75	1,151.25	45	42.75	1,151.25	2,450.63
143069...	132.32	3,901	154.76	20,477.84	1,950	128.87	17,052.08	516,180.32
143070...	243.36	4,687	165.87	40,366.12	2,343	133.25	32,427.72	1,140,628.32
143071...	41.54	764	75.24	3,125.46	382	57.75	2,398.93	31,736.56
143072...	69.77	443	59.85	4,175.73	221	43.75	3,052.43	30,908.11
143073a...	3.30	35,661	398.77	2,297.90	17,830	247.38	816.35	
	1.97		498.46			309.22	609.16	
143074...								
143075...	16.74	120	42.75	715.63	60	42.75	715.63	2,008.80
143076...	42.88	1,237	94.91	4,069.74	618	69.12	2,963.86	53,042.56
143077...	137.84	1,019	111.15	15,320.91	809	79.12	10,905.90	223,162.96
143078...	22.83	387	55.68	1,268.89	193	42.75	975.98	8,835.21
143079...	39.46	397	56.43	2,226.72	198	42.75	1,686.91	15,665.62
143080...	17.82	375	54.72	975.11	187	42.75	761.80	6,682.50
143081...	42.95	1,374	100.89	4,333.22	687	73.12	3,140.50	59,013.30

\* Lap service.

## SECOND-CLASS MAIL MATTER.

Number of route.	Miles.	Table A <sup>1</sup> .					Table B <sup>1</sup> .	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
143082a	15.40	885	\$9.40	\$7,311.35	442			
143083	89.17	644	80.37	3,192.10	322	\$52.75	\$2,401.70	29,385.72
143084	45.53	1,473	70.11	11,791.66	736	75.12	8,422.45	165,152.76
143085	112.12	183	42.75	2,332.86	91	42.75	2,332.86	9,986.31
143086	54.57	1,463	105.17	194.56	731	75.12	138.97	2,706.55
143087	1.85	265	47.03	376.71	132	42.75	342.42	2,122.45
143088	8.01	210	42.75	1,162.37	105	42.75	1,162.37	5,709.90
143089	27.19							
143090	13.22	455	60.71	802.58	227	44.75	591.59	6,015.10
143091	29.51	303	49.59	1,463.40	151	42.75	1,261.55	8,941.53
143092	29.51	242	45.32	2,229.29	121	42.75	2,102.87	11,903.98
143093	49.19	55	42.75	1,108.93	27	42.75	1,108.93	1,426.70
143094	25.94	617	68.40	409.71	308	51.75	309.98	3,696.83
143095	5.99	208	42.75	1,173.48	104	42.75	1,173.48	5,709.60
143096	27.45							
143097	73.76	535	64.98	4,792.92	267	47.75	3,522.04	39,451.00
143098	90.71	4,256	159.89	14,503.62	2,128	130.25	11,844.97	385,911.76
143099	157.64	850	78.66	12,399.96	425	60.75	9,576.63	133,994.00
143100	38.69	644	70.11	2,712.55	322	52.75	2,040.89	24,916.36
143101	42.43	765	75.24	3,192.43	382	57.75	2,450.33	32,458.95
143102								
143103	157.56	3,011	141.93	22,362.49	1,505	106.87	16,838.43	474,413.16
143104	15.21	65	42.75	650.22	32	42.75	650.22	988.45
143105								
143106								
143107	6.69	155	1.37	9.16	77			1,036.95
143108	9.54	375	54.72	522.02	187	42.75	407.83	3,577.50
143109	95.93	1,536	107.73	10,334.53	768	77.12	7,398.12	147,348.48
143110								
143111	32.01	190	42.75	1,368.42	95	42.75	1,368.42	6,081.90
143112	110.08	453	60.71	6,682.95	226	44.75	4,926.08	49,846.24
143113	19.96	347	53.01	1,058.07	173	42.75	853.29	6,926.12
143114	8.20	308	50.45	413.69	154	42.75	350.55	2,525.60
143115								
143116								
143117	2.83	138	42.75	120.98	69	42.75	120.98	390.54
143118	35.22	697	71.82	2,529.50	348	54.75	1,928.29	24,548.34
143119								
143120	45.12	115	42.75	1,928.88	57	42.75	1,928.88	5,188.80
143121								
143122	51.68	33	42.75	2,209.32	16	42.75	2,209.32	1,705.44
144001a	36.80	112,416	1,054.72	362,931.60	56,208	576.20	21,204.16	
145002	245.84		1,318.41			720.25	177,066.26	
145003a	34.32	31,335	452.30	121,704.87	15,667	285.85	9,810.37	
145004	293.45	41,353	361.84	154,727.92	20,676	228.68	67,106.14	
145005a	276.71	16,627	559.17	49,535.07	8,313	340.59	94,244.65	11,442,788.63
145006a	14.73	23,571	294.97	68,921.59	11,785	208.37	3,049.29	
145007a	191.50	317	235.98	2,239.47	158	166.70	31,923.05	
145008	174.15	317	251.37	2,239.47	158	244.11		
145009	44.39	846	50.45	1,777.78	443	42.75	1,897.67	14,071.63
145010	22.12	13,595	80.37	14,452.14	6,797	62.75	1,388.03	19,508.32
145011	55.06		26.48			193.00	10,626.58	748,540.70
145012	73.15	437	59.00	4,315.85	218	43.75	3,200.31	31,966.65
145013	224.04	13,176	258.21	57,849.36	6,588	190.00	42,547.70	2,951,851.04
145014	144.07	2,648	136.80	19,708.77	1,324	101.50	14,123.10	381,497.36
145015	148.48	1,379	100.89	14,980.14	689	73.12	9,856.85	204,753.92
145016a	4.0	743	74.39	482.91	371			
145017	18.30		7.19					
145018	385.31	7,431	196.65	75,771.21	3,715	152.62	48,806.01	2,863,238.61
145019	219.12	20,799	339.43	74,375.90	10,399	230.74	50,559.74	4,536,777.88
145020	1.963	2,229	130.82	22,190.99	1,114	90.50	15,351.51	377,105.27
145021	44.84	8,933	212.90	9,546.43	4,462	165.62	7,426.40	400,555.72
145022	51.68	704	72.68	3,756.10	356	54.75	2,829.48	36,382.72
145023	301.62	4,383	161.60	48,741.79	2,191	131.25	39,587.62	1,322,000.46
145024	40.48	402	56.43	2,284.28	201	42.75	1,730.52	16,272.96
145025	86.04	323	51.30	4,413.85	161	42.75	3,678.21	27,790.92
145026	15.21	136	42.75	650.22	68	42.75	650.22	2,048.56
145027	3.26	73	42.75	139.36	36	42.75	139.36	237.88

\* Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present: pay per mile per annum.	Present: annual rate of pay for transportation.	One-half present average weight carried over en route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
145027...	73.78	1,770	\$94.39	\$6,964.09	885	\$66.50	\$4,906.37	130,590.00
145028...								
145029...	85.70	954	82.94	7,107.95	477	65.75	5,634.77	81,757.80
145030...								
145031...	11.23	267	47.03	528.14	133	42.75	480.08	2,998.41
145032...	30.07	283	47.03	1,414.19	131	42.75	1,285.49	7,908.41
145033...	89.83	1,209	94.05	8,448.51	604	69.12	6,209.04	108,604.47
145034...	121.48	1,570	109.44	13,294.77	785	78.12	9,490.01	190,723.60
145035...	20.16	430	59.00	1,189.44	215	43.75	882.00	8,668.80
145036...	29.19	85	42.75	1,247.87	42	42.75	1,247.87	2,481.15
145037...	143.70	4,079	157.32	22,591.15	2,039	128.25	18,416.70	585,744.40
145038...	190.94	1,298	97.47	18,610.92	649	71.12	13,579.65	247,840.12
145039...	9.29	441	59.85	556.00	220	43.75	406.43	4,096.89
145040...	133.73	7,572	198.36	26,526.68	3,786	153.62	20,543.60	1,012,603.56
145041...	24.41	197	42.75	1,043.52	98	42.75	1,043.52	4,808.77
145042...	42.84	567	66.69	2,856.99	283	48.75	2,088.45	24,290.28
145043...	9.40	51,388	666.04	6,260.77	25,694	392.70	3,691.38	483,047.20
145044...								
145045...	92.55	710	72.68	6,726.53	355	54.75	5,067.11	65,710.50
145046...								
145047...	45.34	547	65.84	2,985.18	273	48.75	2,210.32	24,800.98
145048...	16.66	477	62.42	1,039.91	238	45.75	762.19	7,946.82
145049...	3.96	240	45.32	179.46	120	42.75	169.29	950.40
145050...	14.81	3,778	122.44	1,813.33	1,889	100.70	1,491.36	55,952.18
145051...	69.80	699	71.82	5,013.03	349	54.75	3,821.55	48,790.20
145052...	5.72	293	48.74	278.79	146	42.75	244.53	1,675.96
145053...	33.24	622	69.26	2,302.20	311	51.75	1,720.17	20,675.28
145054...								
145055...								
145056...	155.47	1,046	87.21	13,558.53	523	65.12	10,124.20	162,621.62
145057...	64.93	1,081	88.92	5,773.57	540	66.12	4,293.17	70,189.33
145058...	76.61	2,646	136.80	10,480.24	1,323	101.60	7,775.91	202,710.06
145059...								
145060...	54.42	1,875	19.66	1,079.89	937	85.12	4,632.23	102,037.50
145062...	105.08	624	69.26	7,277.84	312	51.75	5,437.89	65,569.92
145063...								
145064...	9.53	18,420	313.78	2,980.32	9,210	215.74	2,056.00	175,542.60
145065 a	{ 20.23	2,718	{ 85.50	5,176.90	1,359	215.74	2,056.00	175,542.60
	{ 10.84		{ 137.66					
	{ 30.49		{ 64.12					
145066...	80.71	511	64.12	5,175.12	255	46.75	3,773.19	41,242.81
145067 a	{ 15.70	1,227	{ 43.61	1,017.37	613	46.75	3,773.19	41,242.81
	{ 5.64		{ 58.99					
	{ 18.75		{ 64.12					
145068...	4.78	504	64.12	1,202.25	252	46.75	876.56	9,450.00
14509...	4.78	318	50.45	236.10	159	42.75	200.07	1,488.24
145070...	7.10	75,686	925.97	6,574.38	37,843	522.92	3,712.73	537,370.60
145071...	46.95	959	82.94	3,894.03	479	65.75	3,086.96	45,025.05
145072...								
145073...	81.04	1,110	89.78	7,275.77	555	66.12	5,358.36	99,954.40
145074...	3.97			50,000.00				
145075...	27.38	4,218	159.03	4,354.24	2,109	129.25	3,538.86	115,488.84
145076...	6.18	376	54.72	338.16	188	42.75	264.19	2,223.68
145077...								
145078 a	{ 9.30	1,671	{ 46.17	3,142.09	835	50.75	1,895.00	22,366.66
	{ 23.09		{ 113.72					
	{ 4.84		{ 17.96					
145079...	37.34	599	67.55	2,522.31	299	50.75	1,895.00	22,366.66
145080...	36.76	392	56.43	2,074.36	196	42.75	1,571.49	14,409.92
145081...								
145082...	12.77	185	42.75	545.91	92	42.75	545.91	2,362.45
145083...	8.22	105	42.75	377.05	52	42.75	377.05	843.10
145084...	18.05	198	42.75	771.63	99	42.75	771.63	3,573.90
145085...	9.00	92	42.75	384.75	46	42.75	384.75	738.00
145086...	80.40	274	47.88	3,849.55	137	42.75	3,437.10	22,029.60
145087...	4.47	2,014	128.25	573.27	1,007	85.50	382.18	9,002.58
145088...	2.39	1,567	109.44	261.56	783	78.12	186.70	3,745.13
145089...	23.52	238	45.32	1,065.92	119	42.75	1,005.48	5,597.76
145090...								
145091 a	{ 26.92	1,926	{ 20.52	20,807.30	963	48.75	5,846.58	65,241.92
	{ 162.26		{ 124.83					
	{ 119.93		{ 65.84					
145092...		544		7,896.19	272			
145093...								

<sup>a</sup> Lap service.



## SECOND-CLASS MAIL MATTER.

Table A <sup>1</sup> .								Table B <sup>1</sup> .
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
145004...	67.58	691	\$71.82	\$4,853.59	345	\$54.75	\$3,700.00	46,697.78
145005...	26.55	136	42.75	1,135.01	68	42.75	1,135.01	3,610.80
145006...								
145007...	6.74	418	58.14	301.86	209	42.75	288.13	2,817.32
145008...	47.61	13,071	256.50	12,211.96	6,535	190.00	9,045.90	622,310.31
145009...	2.58	28	42.75	110.29	14	42.75	110.29	72.24
145100...	21.72	67	42.75	928.53	33	42.75	928.53	1,453.24
145101...								
145102...	14.90	502	64.12	955.38	251	46.75	696.57	7,479.80
145103...	73.71	327	51.30	3,781.32	163	42.75	3,151.10	24,103.17
145104...	2.44	26	42.75	104.31	13	42.75	104.31	63.44
145105...	70.72	1,973	28.22	1,995.71	986	88.12	6,231.84	139,530.56
147024...	18.40	764	75.24	1,384.41	382	57.75	1,062.60	14,067.60
171031...	37.89	307	49.59	1,878.96	153	42.75	1,619.79	11,632.23
173027...	2.68	370	54.72	146.64	185	42.75	114.57	991.60
118001...	12.23			522.83				
118002...	172.67	22,412	356.53	61,562.03	11,406	237.11	40,941.78	3,869,780.04
118003...	162.95	1,315	98.33	16,022.87	657	71.12	11,589.00	214,279.24
118004...	130.12	4,461	163.31	21,249.89	2,230	131.25	17,078.25	580,463.32
118005...	94.97	1,356	100.04	9,500.79	678	72.12	6,849.23	128,779.32
118006...	228.79	7,804	200.93	45,970.77	3,902	155.62	35,604.29	1,785,047.16
118007...	108.31	17,136	300.10	32,503.83	8,568	211.37	22,893.48	1,856,000.16
118008...	108.43	3,390	147.06	15,945.71	1,680	115.87	12,563.78	364,324.80
118009...	64.59	778	75.24	4,859.75	389	57.75	3,780.07	50,251.02
118010...	155.75	9,945	223.16	34,757.17	4,972	173.62	27,041.31	1,548,933.75
118011...	131.67	1,026	86.36	11,371.02	513	64.12	8,442.68	135,093.42
118012...	103.30	2,033	128.25	13,248.22	1,016	85.50	8,832.15	210,008.90
118013...	142.00	100,573	1,191.87	169,245.54	50,287	657.14	93,313.88	14,281,366.00
118014...	14.65	91	42.75	626.28	45	42.75	626.28	3,890.25
118015...	71.60	428	59.00	4,224.40	214	43.75	3,132.50	30,644.80
118016...	123.64	756	74.39	9,197.57	378	56.75	7,016.57	93,471.84
118017...	5.41	50	42.75	231.27	25	42.75	231.27	270.50
118018...	11.24	363	53.87	605.49	181	42.75	480.71	4,680.12
118019...	87.48	809	76.95	6,731.58	405	59.75	5,226.93	70,779.41
118020...	68.90	965	83.79	5,773.13	482	65.75	4,530.17	66,488.50
118021...	27.92	616	68.40	1,909.72	308	51.75	1,444.86	17,098.72
118022...	7.60	273	47.88	363.88	137	42.75	324.90	2,074.80
118023...	110.92	718	72.68	8,061.66	359	55.75	6,183.79	79,640.56
118024...	1.26	24	42.75	53.68	12	42.75	53.68	30.24
118025...	10.38	300	49.59	514.74	150	42.75	443.74	3,114.00
118026...	3.37	112	42.75	144.06	56	42.75	144.06	377.44
118027...								
118028...	19.27	237	45.32	873.31	118	42.75	823.79	4,566.99
118029...	11.30	165	42.75	483.07	83	42.75	483.07	1,854.50
118030...	13.60	257	46.17	627.91	128	42.75	581.40	3,485.20
118031...	18.86	126	42.75	806.26	63	42.75	806.26	2,376.36
118032...	209.26	566	66.09	13,955.54	283	48.75	10,201.42	118,441.16
118033...	35.71	201	42.75	1,526.60	101	42.75	1,526.60	7,177.71
118034...	10.16	63	42.75	434.34	31	42.75	434.34	640.08
118035...								
118036...	18.56	154	42.75	793.44	77	42.75	793.44	2,858.24
155022...	180.25	1,950	125.69	22,655.62	975	87.12	14,822.18	351,487.50
155023...	84.41	441	59.85	5,051.93	220	43.75	3,692.92	57,224.81
155024...	73.97	508	64.12	4,742.95	254	46.75	3,458.09	37,576.76
155025...	57.93	800	76.95	4,457.71	400	58.75	3,403.38	46,344.00
155026...	51.08	2,580	108.76	5,555.46	1,290	79.60	4,065.86	131,786.40
155027...	30.68	142	42.75	1,311.57	71	42.75	1,311.57	4,356.56
155028...	36.56	254	46.17	1,687.97	127	42.75	1,562.94	9,296.24
155029...	23.76	552	65.84	1,566.33	276	48.75	1,158.29	13,115.52
155030...	99.19	679	70.97	7,039.51	339	53.75	5,331.46	67,350.01
155031...	131.86	3,525	149.62	19,728.89	1,762	119.87	15,806.05	464,806.50
155032...	33.82	301	49.59	1,677.13	150	42.75	1,445.80	10,179.82
155033...								
155034...	34.81	198	42.75	1,488.12	99	42.75	1,488.12	6,892.36
155035...	39.01	2,035	128.25	5,003.03	1,017	85.50	3,335.35	79,385.35
155036...	243.89	2,183	130.82	31,905.68	1,091	89.50	21,827.05	552,411.87
155037...								
155038...	45.93	160	42.75	1,963.50	80	42.75	1,963.50	7,348.80
155039...	99.02	206	42.75	4,233.10	103	42.75	4,233.10	20,398.12
155040 a...	142.78	3,378	147.06	21,292.40	1,689	115.87	16,543.91	
	8.22		35.91			17.96	147.63	
155041...	56.34	6,353	186.48	10,404.87	3,176	147.25	8,295.95	356,928.02

<sup>a</sup>Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A <sup>1</sup> .						Table B <sup>1</sup> .
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
155042	80.21	398	\$56.43	\$4,526.25	199	\$42.75	\$3,428.97	31,923.58
155043	7.00	950	82.94	580.58	475	64.75	453.25	6,650.00
155044	17.24	170	42.75	741.28	85	42.75	741.28	2,947.80
155045	109.16	250	46.17	5,039.91	125	42.75	4,623.84	27,290.00
155046	62.32	197	42.75	2,664.18	98	42.75	2,664.18	12,277.04
155047	19.05	304	49.59	944.68	152	42.75	771.63	5,791.20
155048	21.58	300	49.59	1,070.15	150	42.75	922.53	6,474.00
155049	80.10	495	63.27	5,067.92	247	45.75	3,664.57	39,640.50
155050	61.27	285	48.74	2,966.29	142	42.75	2,619.29	17,461.95
155051	88.12	1,058	87.21	7,684.94	529	65.12	5,788.37	93,230.96
155052	84.48	28,947	426.65	36,043.39	14,473	274.48	23,158.07	2,445,341.56
155053	55.06	399	56.43	3,107.03	199	42.75	2,353.80	21,968.94
155054	11.55	4,111	158.18	35,245.68	2,055	128.25	1,539.00	
	206.45		59.85			29.43	339.91	
155055	20.76	127	42.75	887.49	63	42.75	887.49	2,636.52
155056	276.62	574	66.09	18,247.71	287	49.75	13,761.84	158,779.88
155057	226.04	817	76.95	17,393.77	408	59.75	13,505.99	184,674.68
155058								
155059	121.31	231	44.46	5,363.44	115	42.75	5,186.00	28,022.61
155060	130.42	263	47.03	6,153.65	131	42.75	5,575.45	34,300.46
155061	46.80	154	42.75	2,000.70	77	42.75	2,000.70	7,207.20
155062								
155063								
155064								
155065	26.48	97	42.75	1,132.02	48	42.75	1,132.02	2,568.56
155066								
155067	407.41	2,930	141.06	57,477.40	1,465	108.50	49,103.98	1,193,711.30
155068	167.15	500	64.12	10,717.65	250	46.75	7,814.26	83,575.00
155069	46.22	174	42.75	1,975.90	87	42.75	1,975.90	8,042.28
155070								
155071	10.37	327	51.30	531.98	163	42.75	443.31	3,390.99
155072	25.57	91	42.75	1,093.11	45	42.75	1,093.11	2,326.87
155073								
155074								
155075	434.22	10,468	229.14	99,497.17	5,234	173.00	75,120.06	4,545,414.96
155076	115.72	898	80.37	9,300.41	449	62.75	7,261.43	103,915.50
155077	132.09	736	73.53	9,712.57	368	56.75	7,496.10	97,218.24
155078	51.77	205	42.75	2,213.16	102	42.75	2,213.16	10,612.85
155079	162.17	838	77.81	12,618.44	419	60.75	9,861.82	134,898.46
155080								
155081	20.02	27	42.75	855.85	13	42.75	855.85	540.54
155082	348.54	9,768	221.45	77,184.18	4,884	172.02	60,164.97	3,404,538.72
155083	125.02	7,013	192.38	24,051.34	3,506	149.62	18,705.49	876,765.26
155084								
155085								
155086								
155087	105.23	406	57.29	6,028.62	203	42.75	4,498.58	42,723.38
155088	81.37	358	53.87	4,393.40	179	42.75	3,478.56	29,130.46
155089	104.92	13,414	260.78	27,361.03	6,707	192.00	20,144.64	1,407,396.88
155090								
155091	81.69	9,258	216.32	17,671.18	4,629	167.62	13,692.87	756,284.02
155092	26.83	220	43.61	1,172.23	110	42.75	1,149.12	5,913.60
155093	26.31	182	42.75	1,124.75	91	42.75	1,124.75	3,083.92
155094	72.61	122	42.75	3,104.07	61	42.75	3,104.07	10,078.42
155095	27.51	1,605	111.15	3,057.73	802	79.12	2,176.59	44,153.55
155096	49.92	136	42.75	2,134.06	68	42.75	2,134.06	6,789.12
155097								
155098								
155099	12.53	214	43.61	546.43	107	42.75	535.65	2,681.42
155100	67.35	34,275	366.79	24,703.30	17,137	300.22	20,219.81	2,308,421.25
155101								
155102	29.66	130	42.75	1,267.96	65	42.75	1,267.96	3,555.80
155103	39.84	52	42.75	1,703.16	26	42.75	1,703.16	2,071.68
155104	23.23	115	42.75	993.08	57	42.75	993.08	2,671.45
155105	12.28	1,227	60.70	1,835.16	613	30.35	403.04	
155106	20.06		51.30			25.65	514.53	
155107	10.19	198	2.04	20.78	99	10.79		2,017.62
155108	1,003.12	94,932	1,132.02	1,135,551.90	47,466	624.77	626,719.28	5,228,187.84
155109	538.83	19,437	324.90	175,065.86	9,718	221.74	119,480.16	0,472,238.71
155110	123.93	3,501	149.62	18,542.40	1,750	118.87	14,731.55	433,878.93
155111	16.60	23,220	365.09	6,060.49	11,610	242.11	4,019.02	385,452.00

\* Lap service.

## SECOND-CLASS MAIL MATTER.

Table A1.									Table B:	
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over en'ire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail	Number of pounds per day.		
1	2	3	4	5	6	7	8	9		
		<i>Pounds.</i>			<i>Pounds.</i>					
157005	58.21	601	\$68.40	\$3,981.56	300	\$50.75	\$2,954.15	34,984.21		
157006	42.12	2,043	128.25	5,401.89	1,022	86.50	3,643.38	68,051.16		
157007	26.74	348	53.01	1,417.48	174	42.75	1,143.13	9,305.32		
157008	53.33	657	70.11	3,738.96	328	52.75	2,813.15	35,073.81		
157009										
157010	556.46	5,761	178.70	99,439.40	2,880	142.25	79,156.43	3,205,756.06		
157011	81.40	793	76.10	9,304.44	396	58.75	4,782.25			
157011 a	23.40		10.26			5.13	120.04			
	11.43		76.10			58.75	671.51			
157012	50.51	901	81.23	4,102.92	450	62.75	3,169.50	45,509.51		
157013	191.13	839	77.81	14,871.82	419	60.75	11,611.14	160,338.07		
157014										
157015	63.89	725	73.53	4,697.83	362	55.75	3,561.86	46,320.25		
157016	210.07	3,414	147.92	31,073.55	1,707	116.87	24,550.88	717,178.98		
157017	34.17	841	78.66	2,687.81	420	60.75	2,075.82	28,739.97		
157018	54.05	941	82.94	4,482.90	470	64.75	3,499.73	50,861.05		
157019	94.91	1,182	93.20	8,845.61	591	68.12	6,465.26	112,283.62		
157020										
157021	46.50	2,011	128.25	5,963.02	1,005	85.50	3,975.75	95,511.50		
157022	34.11	532	64.08	2,216.46	266	47.75	1,628.75	18,410.52		
157023	74.75	491	63.27	4,729.43	245	45.75	3,419.81	39,702.25		
157024	47.98	501	64.12	3,076.47	250	46.75	2,243.06	24,037.98		
157025	30.80	478	62.42	1,922.53	239	45.75	1,409.10	14,722.40		
157026	28.46	325	51.30	1,459.99	162	42.75	1,216.66	9,249.50		
157027	129.20	642	70.11	9,058.21	321	52.75	6,815.30	82,946.40		
157028	72.34	254	46.17	3,339.93	127	42.75	30,092.53	18,374.36		
157029	37.00	279	47.88	1,771.56	139	42.75	1,581.75	10,373.00		
157030	24.68	268	47.03	1,180.70	134	42.75	1,053.07	6,614.24		
157031	51.61	255	46.17	2,382.83	127	42.75	2,206.32	13,110.55		
157032	78.73	252	46.17	3,634.96	126	42.75	3,365.70	19,873.44		
157033	39.61	170	42.75	1,693.32	85	42.75	1,093.32	6,733.70		
157034										
157035	193.15	693	71.82	13,872.03	346	54.75	10,374.96	133,832.95		
157036	472.01	15,917	287.28	135,599.03	7,958	203.37	95,992.67	7,512,983.17		
157037	52.26	1,564	109.44	5,719.33	782	78.12	4,082.55	81,734.64		
157038	80.86	657	70.11	5,669.09	328	52.75	4,265.36	53,125.02		
157039	30.97	18,185	311.22	9,638.48	9,092	214.74	6,650.49	363,189.45		
157040	47.75	896	80.37	3,837.66	448	62.75	2,996.31	42,784.00		
157041	115.57	802	76.95	8,893.11	401	58.75	6,789.73	92,687.14		
157042	336.64	319	50.45	16,983.48	159	42.75	14,391.36	107,388.16		
157043	138.26	698	71.82	9,929.83	349	54.75	7,569.73	96,405.48		
157044	27.60	214	43.61	1,203.63	107	42.75	1,179.90	5,906.40		
157045	65.32	461	60.71	3,965.57	230	44.75	2,923.07	30,112.52		
157046	134.36	306	49.59	6,662.91	153	42.75	5,743.89	41,114.16		
157047										
157048										
157049	109.25	471	61.56	6,725.43	235	44.75	4,888.93	51,456.75		
157050	454.04	7,720	200.07	90,839.78	1,860	124.87	56,085.97	3,505,188.80		
157051	28.76	4,404	162.45	4,672.06	2,203	131.25	3,774.75	126,716.26		
157052	120.01	795	70.10	9,132.76	397	58.75	7,050.57	95,407.95		
157053	87.85	201	42.75	3,755.58	100	42.75	3,755.58	17,657.85		
157054	50.58	170	42.75	2,162.29	85	42.75	2,162.29	8,598.60		
157055	69.41	375	54.72	3,798.11	187	42.75	2,967.27	26,028.75		
157056	122.85	478	62.42	7,668.29	239	45.75	5,620.38	58,722.30		
157057	50.23	247	45.32	2,276.42	123	42.75	2,147.33	12,406.81		
157058										
157059	59.20	349	53.01	3,138.19	174	42.75	2,530.80	20,660.80		
157060	43.08	656	70.11	3,020.33	328	52.75	2,272.47	28,260.48		
157061										
157062	130.98	730	73.53	9,630.95	365	55.75	7,302.13	95,615.40		
157063	65.83	373	54.72	3,602.21	186	42.75	2,814.23	24,554.59		
157064 a	7.40	3,000	31.64	15,027.49	1,500	15.82	117.06			
157064	104.23		141.93			106.87	11,139.06			
157065	49.36		51.30			42.75	2,109.71			
157066		326		2,531.65	163			16,088.10		
157067										
157068										
157069										
157070										
157071										
157072										
157073										

a Lap service.

## SECOND-CLASS MAIL MATTER.

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Table A¹.

Table B¹.

Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
157074...	32.01	10,291	\$227.43	\$7,280.03	5,145	\$172.00	\$5,508.72	329,414.91
157075...					1,057	87.50	28,933.62	699,056.38
159001...	330.67	2,114	129.11	42,692.80	923	85.12	12,502.42	271,287.36
159002...	146.88	1,847	121.41	17,832.70				
159003...								
159004...	83.15	468	61.56	5,118.71	234	44.75	3,720.96	38,914.20
159005...	62.53	680	71.82	4,490.90	340	53.75	3,360.98	42,520.40
159006...	82.52	427	58.14	4,797.71	214	43.75	3,610.25	35,236.04
159007...								
159008...	48.38	2,636	136.80	6,618.38	1,318	100.50	4,862.19	127,529.68
159009...								
159010...	29.14	309	50.45	1,470.11	154	42.75	1,245.73	9,004.26
159011...	37.81	501	64.12	2,424.37	251	46.75	1,767.61	18,942.81
159012...	135.99	805	76.95	10,464.43	402	58.75	7,989.41	109,470.95
159013...	146.39	794	76.10	11,140.27	397	58.75	8,600.41	116,233.66
159014...	20.26	461	60.71	1,229.98	231	44.75	906.63	9,339.88
159015...	67.77	274	47.84	3,244.82	137	42.75	2,898.71	18,568.98
159016...	55.79	240	45.32	2,528.40	120	42.75	2,355.02	13,389.60
159017...	103.54	1,180	93.20	9,649.92	590	68.12	7,053.14	122,177.20
159018...	39.29	206	42.75	1,679.64	103	42.75	1,679.64	8,093.72
159019...	72.31	670	70.97	5,131.84	335	53.75	3,886.66	48,447.70
159020...	207.54	2,334	132.53	27,505.27	1,167	93.50	19,404.99	484,398.36
159021...	70.59	93	42.75	3,017.72	46	42.75	3,017.72	6,564.87
159022...	126.61	2,179	129.96	16,454.23	1,090	89.50	11,331.59	275,893.19
159023...	37.33	56	42.75	1,595.85	28	42.75	1,595.85	2,090.38
159024...	107.02	913	81.23	8,693.23	456	63.75	6,822.52	97,709.26
159025...	13.87	387	55.58	770.89	194	42.75	1,592.94	5,367.69
159026...	167.47	4,621	165.02	27,635.89	2,310	133.25	22,315.37	773,878.87
159027...	13.50	266	47.03	634.90	133	42.75	1,577.12	3,591.00
159028...								
159029...	10.00	467	61.56	1,169.64	254	44.75	850.25	8,873.00
159030...								
159031...	62.45	387	55.58	3,469.85	193	42.75	2,668.88	24,166.40
159032...								
159033...	1.49	867	79.52	118.48	434	61.75	92.00	1,291.83
161001...	40.00	203	42.75	1,710.00	101	42.75	1,710.00	8,120.00
161002...	79.57	5,667	177.84	14,150.72	2,834	141.25	11,238.26	450,923.19
161003...	227.82	1,936	124.83	28,438.77	968	87.12	19,847.67	441,059.52
161004...								
161005...	110.18	690	71.82	7,913.12	345	54.75	6,032.35	76,024.20
161006...	108.67	615	68.40	7,433.02	307	50.75	5,515.00	66,832.05
161007...	62.95	339	52.16	3,283.47	170	42.75	2,691.11	21,340.05
161008...	119.03	626	69.26	8,244.01	313	51.75	6,159.80	74,512.78
161009...	45.12	258	47.03	2,121.99	134	42.75	1,928.88	12,092.16
161010...	1,228.22	18,759	317.21	389,603.66	9,379	47.74	267,432.62	23,040,178.98
161011...	119.35	250	46.17	5,510.38	125	42.75	5,102.21	29,837.50
161012...	55.03	462	60.71	3,340.87	231	44.75	2,462.59	25,423.86
161013...	1,005.32	18,477	251.71	253,049.09	9,239	45.74	216,887.73	18,575,297.64
161014...	52.66	547	65.84	3,467.13	273	48.75	2,567.17	28,805.02
161015...	58.95	356	53.87	3,175.63	178	42.75	2,520.11	20,996.20
161016...	94.15	680	71.82	6,761.85	340	53.75	5,060.56	64,022.00
163014...	257.88	17,528	243.50	62,793.78	9,764	174.50	44,226.42	4,520,120.64
163015...	66.67	173	42.75	2,850.14	86	42.75	2,850.14	11,533.91
163016...	117.80	3,496	148.77	17,525.10	1,748	118.87	14,002.88	411,828.80
163017...	128.64	414	57.29	7,369.78	207	42.75	5,499.36	53,256.96
163018...								
163019...	134.79	168	42.75	5,762.27	84	42.75	5,762.27	22,644.72
163020...								
163021...	130.99	520	64.98	8,511.73	260	47.75	6,254.77	68,114.80
164001...	541.29	24,231	376.20	203,633.29	12,115	248.11	134,299.46	13,115,997.99
164002...	153.99	482	62.42	9,612.05	241	46.75	7,045.04	74,223.18
164003...								
164004...	365.89	11,543	240.26	87,908.73	5,771	180.00	65,860.20	4,223,468.27
164005...	18.70	191	42.75	799.42	95	42.75	799.42	3,571.70
164006...	7.16	23	42.75	306.09	11	42.75	306.09	164.68
164007...	15.02	86	42.75	642.10	43	42.75	642.10	1,291.72
164008...	16.08	87	42.75	687.42	43	42.75	687.42	1,398.96
165001...	91.28	3,097	143.64	13,111.45	1,548	108.87	9,937.65	282,194.16
161017...	33.15	165	42.75	1,417.16	83	42.75	1,417.16	5,469.75
161018...	342.89	6,471	186.39	63,911.26	3,236	148.25	50,833.44	2,218,831.19
161019...	41.23	459	60.71	2,503.07	229	44.75	1,845.04	18,924.57
161020...								
163001...	44.44	7,816	200.93	8,929.32	3,908	155.62	6,915.75	347,343.04
163002...	72.22	9,459	218.03	15,746.12	4,730	169.62	12,249.95	683,128.98

Table A¹.							Table B¹.	
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
163003.								
163004.	26.50	488	\$63.27	\$1,676.65	244	\$45.75	\$1,212.37	12,932.00
163005.	173.48	2,532	135.09	23,435.41	1,261	98.50	17,087.78	439,261.36
163006.	74.53	736	73.53	6,950.79	368	56.75	5,364.57	69,574.06
163007.	13.98	183	42.75	597.64	91	42.75	597.64	2,558.34
163008.	47.96	618	68.40	3,280.46	309	51.75	2,481.93	29,639.28
163009.	7.98	9,099	214.61	1,712.58	4,550	166.62	1,329.62	72,610.02
163010.	27.01	1,693	114.57	3,094.53	846	81.12	2,192.05	45,727.93
163011.	44.21	403	56.43	2,494.77	202	42.75	1,899.97	17,816.63
163012.	51.20	314	50.45	2,583.04	157	42.75	2,188.80	16,076.80
163013.	19.36	150	42.75	827.64	75	42.75	827.64	2,904.00
165002.	27.79	38	42.75	1,188.02	19	42.75	1,188.02	1,056.00
165003.	74.32	2,483	135.09	10,039.88	1,241	97.50	7,246.20	184,536.56
165004.	194.37	628	69.26	13,462.06	314	51.75	10,058.64	122,064.36
165005.	152.24	1,027	86.36	13,147.44	513	64.12	9,761.62	156,350.48
165006.	601.92	14,540	272.75	164,173.68	7,270	195.37	117,597.11	8,751,916.80
165007.	107.52	6,978	191.52	20,592.23	3,489	152.25	16,399.92	750,274.56
165008.	6.24	156	42.75	266.76	78	42.75	266.76	973.44
165009.	26.80	224	44.46	1,191.52	112	42.75	1,145.70	6,003.20
165010.	117.70	1,363	14.54	1,711.35	681	73.12	8,606.22	160,425.10
165011.	154.08	2,113	129.11	19,893.26	1,056	87.50	13,482.00	325,571.04
165012.	209.73	1,815	119.70	25,104.68	907	84.12	17,642.48	390,659.97
165013.	6.04	84	42.75	258.21	42	42.75	258.21	507.36
165014.	20.30	106	42.75	867.82	53	42.75	867.82	2,354.80
165015.	32.91	180	42.75	1,406.90	90	42.75	1,406.90	5,923.40
165016.	28.47	125	42.75	1,217.09	62	42.75	1,217.09	3,558.75
165017.	151.02	4,462	163.31	24,693.07	2,231	131.25	19,821.37	673,851.24
165018.	41.57	248	46.17	1,919.28	124	42.75	1,777.11	10,309.58
165019.	378.93	8,816	211.19	80,026.22	4,408	164.62	62,379.45	3,340,646.88
165020.	52.28	1,397	101.75	5,319.49	698	73.12	3,822.71	73,035.16
165021.	11.31	652	70.11	792.94	326	52.75	546.60	7,374.12
165022.	9.66	159	42.75	412.96	79	42.75	412.96	1,535.94
165023.	90.41	230	44.46	4,019.62	115	42.75	3,865.02	20,794.30
165024.	7.30	49	42.75	312.07	24	42.75	312.07	357.70
165025.								
165026.	3.00	122	42.75	128.25	61	42.75	128.25	366.00
165027.	25.08	414	57.29	1,436.83	207	42.75	1,072.17	10,383.12
165028.	48.92	307	49.59	2,425.94	153	42.75	2,091.33	15,018.44
165029.								
165030.	5.59	326	51.30	286.76	163	42.75	238.97	1,822.34
165031.	7.66	440	59.85	458.45	220	43.75	335.12	3,370.40
165032.	31.34	154	42.75	1,339.78	77	42.75	1,339.78	4,826.36
165033.	46.59	812	76.95	3,585.10	406	59.75	2,763.75	37,831.08
165034.	224.41	931	82.08	18,419.57	465	64.75	14,530.54	208,925.71
165035.	182.47	5,870	179.55	32,762.48	2,935	143.25	26,138.82	1,051,086.80
165036.	150.54	1,353	99.18	14,930.55	666	72.12	10,856.94	200,669.82
165037.	36.53	1,230	94.91	3,467.06	615	69.12	2,524.96	44,931.90
165038.	25.38	271	47.03	1,193.62	135	42.75	1,084.99	6,877.96
165039.								
165040.	1.75	107	42.75	74.81	53	42.75	74.81	187.25
165041.	35.98	239	45.32	1,630.61	119	42.75	1,538.14	8,599.22
165042.	77.52	3,593	150.48	11,665.20	1,796	120.87	9,369.84	278,529.36
165043.	7.76	447	59.85	464.43	223	43.75	339.50	3,468.72
165044.	77.30	21			10	42.75	3,304.57	1,623.30
165045.	163.57	402	56.43	9,230.25	201	42.75	6,992.61	65,755.14
165046.	15.15	43	42.75	647.66	21	42.75	647.66	651.45
165047.	{ 55.65 }	{ 1,565 }	{ 22.23 }	{ 5,780.24 }	{ 782 }	{ 11.11 }	{ 618.27 }	{ (a) }
165048.	{ 41.33 }		{ 109.44 }			{ 78.12 }	{ 3,282.69 }	
165049.	{ 12.01 }	111	42.75	513.42	56	42.75	513.42	1,333.11
165050.	5.55	329	51.30	284.71	165	42.75	237.26	1,825.95
165051.	18.57	287	48.74	905.10	143	42.75	793.86	5,329.59
165052.								
165053.								
165054.								
165055.								
165056.								
165057.								
165058.	90.56	1,830	19.66	1,780.40	915	84.12	7,617.90	185,724.80
165059.	40.28	444	59.85	2,410.75	222	43.75	1,762.25	17,894.32
165060.	30.98	1,264	96.62	2,963.28	632	70.12	2,172.31	39,158.72
165061.	1.32	173	42.75	56.43	86	42.75	56.43	228.36

¹ Lap service.

## SECOND-CLASS MAIL MATTER.

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Number of route.	Miles.	Table A¹.					Table B¹.	
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
167001...	18.79	597	\$67.55	\$1,269.26	299	\$50.75	\$953.59	11,217.63
167002...	217.06	1,534	107.73	23,383.87	767	77.12	16,739.66	332,970.04
167003...	565.05	18,832	254.44	143,771.32	9,416	175.00	98,863.75	10,641,021.60
167004...								
167005...	136.35	1,215	94.05	12,823.71	608	69.12	9,424.51	165,665.25
167006...	101.04	1,134	90.63	9,157.25	567	67.12	6,781.80	114,579.36
167007...	6.74	97	42.75	288.13	48	42.75	288.13	653.78
167008...	12.91	167	42.75	551.90				2,155.97
167009...								
167010...	27.47	101	42.75	1,174.34	50	42.75	1,174.34	2,774.47
167011...	34.21	163	42.75	1,462.47	82	42.75	1,462.47	5,576.23
167012...	71.16	484	62.42	4,441.80	242	45.75	3,255.57	34,441.34
167013...	18.70	166	42.75	797.42	63	42.75	797.42	3,104.20
167014...	166.53	4,714	166.73	27,602.12	2,357	133.25	22,056.87	780,206.42
167015...								
167016...	220.61	596	67.55	14,902.20	298	50.75	11,195.95	131,483.56
167017...	5.82	42	42.75	248.80	21	42.75	248.80	244.44
167018...								
167019...	24.94	98	42.75	1,066.18	49	42.75	1,066.18	2,444.12
167020...	111.27	5,748	178.70	19,883.94	2,874	142.25	15,828.15	639,579.96
167021...	128.48	5,528	176.13	22,629.18	2,764	140.25	18,019.32	710,237.44
168001...	563.83	6,899	190.67	107,505.46	3,449	152.25	85,843.11	3,889,843.17
168002...	88.66	2,818	139.37	12,356.54	1,409	105.50	9,353.63	249,843.88
168003...	19.60	1,151	16.24	318.30	576	67.12	1,315.55	22,559.60
168004...	35.17	855	78.66	2,766.47	427	60.75	2,136.57	30,070.35
168005...	36.64	1,051	87.21	3,195.37	526	65.12	2,385.99	38,508.64
168006...	193.92	1,586	110.30	21,389.37	793	78.12	15,149.03	307,547.12
168007...	26.89	430	59.00	1,586.51	215	43.75	1,176.43	11,562.70
168008...	124.63	725	73.53	9,164.04	362	55.75	6,948.12	90,356.75
168009...	27.17	141	42.75	1,161.51	71	42.75	1,161.51	3,830.97
168010...	23.13	222	43.61	1,008.69	111	42.75	968.80	5,134.86
168011...	8.37	182	42.75	357.81	91	42.75	357.81	1,523.34
168012...								
168013...	25.96	234	44.46	1,154.18	117	42.75	1,109.79	6,074.64
168014...	4.27	491	63.27	270.16	245	45.75	1,955.35	2,096.57
168015...	17.97	202	42.75	768.21	101	42.75	768.21	3,629.94
169001...	275.93	2,021	128.25	35,388.02	1,011	85.50	23,592.01	557,654.53
169002...	329.48	3,330	147.06	48,453.32	1,665	114.87	37,847.36	1,097,168.40
169003...	390.34	3,960	155.61	60,740.80	1,960	130.87	51,083.79	1,545,746.40
169004...	14.84	230	44.46	659.78	115	42.75	634.41	3,413.20
169005...	30.27	241	45.32	1,779.71	120	42.75	1,678.79	9,464.07
169006...	27.11	170	42.75	1,158.95	85	42.75	1,158.95	4,608.70
169007...	42.65	491	63.27	2,696.46	246	45.75	1,951.23	20,941.15
169008...	28.24	218	43.61	1,231.54	109	42.75	925.96	6,374.32
169009...	21.66	124	42.75	925.96	62	42.75	925.96	2,685.84
169010...	43.32	76	42.75	1,851.93	38	42.75	1,851.93	3,262.32
169011...	53.93	252	46.17	2,489.94	126	42.75	2,305.50	13,589.36
169012...	3.41	103	42.75	145.77	51	42.75	145.77	351.23
169013...	35.49	372	54.72	1,941.46	186	42.75	1,516.77	13,198.56
169014...	133.05	883	80.37	10,693.22	442	62.75	8,348.88	117,493.15
169015...	45.03	264	47.03	2,117.76	132	42.75	1,925.03	10,786.92
169016...	75.82	574	66.69	5,056.43	237	45.75	3,468.76	43,520.68
169017...	17.06	74	42.75	729.31	37	42.75	729.31	1,262.44
169018...								
169019...	11.92	179	42.75	509.58	90	42.75	509.58	2,133.68
169020...	1.73	72	42.75	73.95	36	42.75	73.95	124.56
169021...								
169022...	41.86	315	50.45	2,111.83	157	42.75	1,789.51	13,185.90
169023...								
170001...	70.11	401	56.43	3,956.30	201	42.75	2,997.20	28,114.11
170002...	13.54	193	42.75	578.83	96	42.75	578.83	2,613.22
170003...	7.35	215	43.61	320.53	108	42.75	314.21	1,580.25
170004...	20.20	1,941	125.69	2,538.93	970	87.12	1,759.82	36,208.20
170005...	30.25	357	53.87	1,629.56	179	42.75	1,293.18	10,799.25
170006...	80.24	1,209	94.05	7,546.57	604	69.12	5,546.18	97,010.16
170007...								
170008...	60.51	2,221	130.82	7,915.91	1,111	90.50	5,476.15	134,392.71
170009...	38.00	566	66.69	2,534.22	283	48.75	1,852.50	21,508.00
170010...	60.63	412	57.29	3,473.49	206	42.75	2,591.93	24,979.56
170011...	62.83	947	82.94	5,211.12	473	64.75	4,068.24	59,100.01
170012...	85.43	390	55.58	4,748.19	195	42.75	3,652.13	33,317.70
171001...	146.70	8,707	168.26	24,683.74	4,354	130.90	19,203.03	1,277,316.90
171002...	18.96	232	44.46	842.96	116	42.75	810.54	4,398.72

Number of route.	Miles.	Average daily weight.	Table A <sup>1</sup> .					Table B <sup>1</sup> .
			Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
171003...	16.23	246	\$54.32	\$735.54	123	\$42.75	\$693.83	3,992.56
171004...	82.61	1,615	111.15	9,182.10	808	79.12	6,536.10	133,415.15
171005...	9.60	149	42.75	410.40	74	42.75	410.40	1,430.40
171006...	28.85	699	71.82	2,072.00	349	54.75	1,579.53	20,166.15
171007...	21.84	195	42.75	933.66	98	42.75	933.66	4,288.70
171008...	13.09	405	57.29	749.92	202	42.75	1,559.59	17,082.45
171009...	145.74	12,858	203.83	29,706.18	6,429	148.80	21,686.11	1,873,924.92
171010...	121.93	4,761	107.58	20,433.02	2,381	134.25	16,369.10	680,508.73
171011...	254.13	10,823	186.04	47,278.34	5,411	140.80	35,781.50	2,750,448.66
171012...	31.05	13,659	263.34	8,176.70	6,830	193.00	5,992.65	424,111.95
171013...	15.36	326	41.04	1,630.37	163	34.20	525.31	5,007.36
171014...	30.66	330	51.30	1,572.85	165	42.75	1,310.71	10,117.40
171015...	104.39	2,413	133.88	13,923.53	1,206	95.50	9,969.24	251,993.07
171016...	6.85	65	42.75	292.83	33	42.75	292.83	445.25
171017...	48.66	2,670	137.66	6,698.53	1,375	101.50	4,938.99	129,048.90
171018...	59.97	914	81.23	4,871.36	457	63.75	3,823.08	54,800.48
171019...	59.64	178	42.75	2,549.61	89	42.75	2,549.61	10,615.62
171020...	102.15	1,366	100.89	10,305.91	683	73.12	7,469.20	139,538.40
171021...	108.54	944	82.94	9,002.30	472	64.75	7,027.96	102,461.76
171022...	218.47	2,895	140.22	30,633.86	1,447	107.50	23,465.52	632,469.65
171023 a	{ 13.83 125.80 }	{ 3,169 }	{ 34.20 144.50 }	{ 18,651.06 }	{ 1,586 }	{ 17.10 110.87 }	{ 236.49 14,932.46 }	
171024...								
171025...	86.97	206	42.75	3,717.96	103	42.75	3,717.96	17,915.82
171026...								
171027...								
171028...	6.88	466	61.56	423.53	233	44.75	307.88	3,206.08
171029...	66.69	1,264	96.62	6,443.58	632	70.12	4,676.30	84,296.16
171030...								
171031...								
171032...	44.45	3,514	149.62	6,650.60	1,757	118.87	5,283.77	156,197.30
171033...	28.38	69	42.75	1,213.24	34	42.75	1,213.24	1,958.22
171034...								
171035...	3.71	204	42.75	158.60	102	42.75	158.60	750.84
171036...	1.64	89	42.75	70.11	45	42.75	70.11	143.96
171037...	58.31	283	47.88	2,791.88	141	42.75	2,492.75	16,501.73
171038...	6.15	23	42.75	262.91	12	42.75	262.91	141.45
171039...	54.08	173	42.75	2,311.92	86	42.75	2,311.92	9,355.44
171040...	306.80	12,175	247.10	75,810.28	6,082	194.00	56,451.20	3,735,590.00
171041...	15.23	104	42.75	651.08	52	42.75	651.08	1,583.92
171042...	22.41	9,910	223.16	5,001.01	4,955	173.62	3,893.82	222,083.10
171043...	28.93	45	42.75	1,236.75	23	42.75	1,236.75	1,301.85
171044...	23.88	123	42.75	1,020.87	61	42.75	1,020.87	2,937.24
171045...								
171046...								
171047...								
171048...	7.45	1,338	99.18	738.89	669	72.12	573.29	9,968.10
173001...	342.16	11,042	235.13	80,452.08	5,521	177.00	60,502.32	3,778,130.72
173002...	97.09	1,742	117.14	11,373.12	871	82.12	7,673.03	169,130.75
173003...	217.90	20,094	331.74	72,286.14	10,047	226.74	49,406.64	4,378,482.60
173004...	62.86	363	53.87	3,390.26	182	42.75	2,687.26	22,818.18
173005...	212.20	16,651	294.98	62,504.75	8,325	208.37	44,216.11	3,533,342.20
173006...	84.03	429	59.00	4,957.77	215	43.75	3,676.31	36,046.86
173007...	93.09	295	48.74	4,537.20	147	42.75	3,979.59	27,461.55
173008...								
173009...	7.19	285	48.74	350.44	143	42.75	307.37	2,039.15
173010...	12.73	288	48.74	620.46	144	42.75	544.20	3,666.24
173011...	45.96	443	59.85	2,750.70	221	43.75	2,010.75	20,360.28
173012...	70.26	684	71.82	5,046.07	342	53.75	3,776.47	48,057.84
173013...	21.40	563	66.69	1,427.16	282	48.75	1,043.25	12,048.20
173014...	54.81	168	42.75	2,343.12	84	42.75	2,343.12	9,178.08
173015...	6.27	127	42.75	268.04	63	42.75	268.04	796.29
173016...	40.79	91	42.75	1,743.77	46	42.75	1,743.77	3,711.80
173017...	46.68	772	75.24	3,512.20	386	57.75	2,695.77	36,036.96
173018...								
173019 a	{ 39.40 76.67 }	{ 1,261 }	{ 10.93 96.62 }	{ 7,838.49 }	{ 630 }	{ 5.46 70.12 }	{ 215.12 5,376.10 }	
173020...								
173021...	3.82	81	42.75	163.30	41	42.75	163.30	309.42
173022...	10.19	139	42.75	435.62	69	42.75	435.62	1,416.41
173023...								
173024...	9.25	31	42.75	395.43	16	42.75	395.43	286.75

a Lap service.

## SECOND-CLASS MAIL MATTER.

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Table A <sup>1</sup> .								Table B <sup>1</sup> .
Number of route.	Miles.	Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
1	2	3	4	5	6	7	8	9
		Pounds.			Pounds.			
173025...	16.27	64	\$42.75	\$695.54	32	\$42.75	\$695.54	1,041.28
173026...								
173027...								
173028...	30.96	287	48.74	1,509.96	143	42.75	1,324.39	8,891.26
175001...	52.43	1,379	100.89	5,289.66	690	73.12	3,833.68	72,300.97
175002...	84.73	312	50.45	4,274.62	156	42.75	3,622.20	26,435.76
175003...	94.60	134	42.75	4,044.15	67	42.75	4,044.15	12,676.40
175004...	293.02	513	64.12	18,788.44	256	46.75	13,698.28	99,016.26
175005...	144.57	930	82.08	11,866.30	465	64.75	9,360.90	134,250.10
175006...	6.85	61	42.75	292.83	31	42.75	292.83	417.85
176001...	833.58	65,662	919.09	682,777.04	32,831	470.81	362,457.79	54,734,429.96
	50.00		191.52			152.25	7,612.50	
176002 a...	32.50	6,958	153.21	56,747.17	3,479	121.80	3,958.50	
	220.30		191.52			152.25	33,540.67	
176003...	323.31	10,254	226.57	73,252.34	5,127	172.00	55,609.32	3,315,220.74
176004...	6.18	35	42.75	264.19	17	42.75	264.19	216.30
176005...	59.93	943	78.66	4,714.09	422	60.75	3,640.74	49,520.99
176006...	13.00	284	48.74	663.62	142	42.75	555.75	3,692.00
176007...	10.39	710	72.68	755.14	355	54.75	568.85	7,376.90
176008...	43.82	1,407	102.60	4,495.93	703	74.12	3,247.93	61,654.74
176009...	63.78	996	84.65	5,398.97	498	66.75	4,257.31	83,524.88
176010...	15.61	6,334	184.68	2,882.85	3,167	147.25	2,298.41	98,873.74
176011...	112.61	3,391	147.92	16,657.27	1,696	115.87	13,048.12	381,860.51
176012...	24.62	1,092	88.92	2,189.21	546	66.12	1,627.87	26,885.04
176013...	21.91	388	55.58	1,217.75	194	42.75	936.65	8,501.08
176014...	249.19	5,435	140.22	34,941.42	2,718	111.40	27,759.76	1,354,347.65
176015...	51.38	280	47.88	2,460.07	140	42.75	2,196.49	14,386.40
176016...	86.53	879	79.52	6,880.86	439	61.75	5,343.22	76,059.87
176017...	34.04	451	59.85	2,037.29	226	44.75	1,523.21	15,352.04
	7.57		49.59			42.75	323.61	
176018 a...	61.21	302	39.67	2,803.59	151	34.20	2,093.38	
176019...	22.96	993	84.65	1,943.56	496	66.75	1,532.58	22,799.28
176020...	20.40	50	42.75	872.10	25	42.75	872.10	1,020.00
176021...	21.12	816	76.95	1,625.18	408	59.75	1,261.92	17,233.92
176022...	111.80	5,663	177.84	19,882.51	2,831	141.25	15,791.75	633,223.43
176023...	27.81	627	69.26	1,926.12	314	51.75	1,439.16	17,326.87
176024...	5.19	1,297	97.47	505.86	648	71.12	369.11	6,731.43
176025...	18.74	238	45.32	849.29	119	42.75	801.38	4,400.12
176026...	11.22	754	74.39	834.65	377	56.75	636.73	8,459.88
176027...	15.39	194	42.75	657.92	92	42.75	657.92	2,831.56
176028...	139.67	4,621	165.02	23,048.34	2,310	133.25	18,611.02	645,415.07
176029...	17.74	1,899	123.12	2,184.14	949	86.12	1,527.76	33,688.26
176030...	19.93	732	73.53	1,466.45	366	55.75	1,111.09	14,588.76
176031...	82.72	1,211	94.05	7,779.81	606	69.12	5,717.60	100,173.92
176032...	208.48		176.99			141.25		
	243.52	5,610	141.59	71,378.87	2,805	113.00	29,447.80	
176033...								
176034...	20.94	330	41.04	859.37	165	34.20	716.14	6,910.20
176035...	59.49	537	64.98	3,865.66	268	47.75	2,840.64	31,946.12
176036...	1.55	595	67.55	104.70	298	50.75	78.66	922.25
176038...	21.41	74	42.75	915.27	37	42.75	915.27	1,564.34
176039...	26.50	65	42.75	1,132.87	33	42.75	1,132.87	1,722.50
176040...	67.15	260	47.03	3,158.06	130	42.75	2,870.66	19,181.50
176041...	11.35	10	42.75	485.21	5	42.75	485.21	113.50
176042...	240.61	13,563	209.98	50,523.28	6,781	193.00	46,437.73	3,263,393.43
176043...	27.00	648	70.11	1,892.97	324	52.75	1,424.25	17,496.00
176044...	34.97	1,064	88.07	3,079.80	532	65.12	2,277.24	37,208.08
176045...	8.15	133	42.75	348.41	67	42.75	348.41	1,083.95
176046...	7.91	643	70.11	554.57	321	52.75	417.25	5,086.13
176047...	4.70	39	42.75	200.92	20	42.75	200.92	183.30
176048...	22.17	113	42.75	947.76	56	42.75	947.76	2,505.21
176049...	12.94	71	42.75	553.18	36	42.75	553.18	918.74
176050...	29.66	249	46.17	1,369.40	124	42.75	1,267.96	7,385.34
176051...	146.50	4,691	165.87	24,299.95	2,345	133.25	19,521.12	687,231.50
176052...	15.00	175	42.75	641.25	88	42.75	641.25	2,625.00
176053...	141.16	15,624	283.86	40,069.67	7,812	202.37	28,566.54	2,205,483.84
176054...	21.23	255	46.17	980.18	127	42.75	907.58	5,413.65
176055...	41.26	685	71.82	2,963.29	343	53.75	2,217.72	28,263.10
176056...	26.17	915	81.23	2,125.78	457	63.75	1,668.33	23,945.55
176057...	22.74	245	45.32	1,030.57	123	42.75	972.13	5,571.30
176058...	22.50	112	42.75	961.87	56	42.75	961.87	2,520.00
176059...	19.65	317	50.45	991.34	158	42.75	840.03	6,229.05

\* Lap service.



Number of route.	Miles.	Table A¹.						Table B¹.
		Average daily weight.	Present pay per mile per annum.	Present annual rate of pay for transportation.	One-half present average weight carried over entire route per day.	Pay per mile per annum for one-half present average weight of mail.	Annual pay for transportation of one-half present weight of mail.	Number of pounds per mile per day.
		3	4	5	6	7	8	9
		<i>Pounds.</i>			<i>Pounds.</i>			
178060...	37.46	710	\$72.68	\$2,722.59	355	\$54.75	\$2,050.93	26,596.60
178061...	19.11	333	32.16	996.77	167	42.75	816.95	6,363.65
178062...	68.60	1,127	90.63	6,217.21	563	67.12	4,604.43	77,312.20
178063...	133.46	3,667	151.34	20,200.86	1,829	122.87	16,400.68	478,136.36
178064...								
178065...	147.28	5,100	172.71	25,436.72	2,580	137.25	20,214.18	759,963.80
178066...	69.52	236	45.32	3,160.64	118	42.75	2,971.98	16,406.72
178067...								
178068...	6.90	234	44.46	306.77	117	42.75	294.97	1,567.80
178069...	17.36	50	42.75	742.14	25	42.75	742.14	868.00
178070...	18.91	560	66.69	1,061.03	280	48.75	775.61	8,909.60
178071...	7.28	218	43.61	317.48	109	42.75	311.22	1,567.04
178072...	20.47	487	62.42	1,277.73	243	45.75	936.50	9,968.89
178073...	1.73	74	42.75	73.95	37	42.75	73.95	128.02
178074...	51.62	491	63.27	3,265.99	246	45.75	2,361.61	25,445.42
178075...	24.82	86	42.75	1,061.05	43	42.75	1,061.05	2,154.52
178076...								
178077...								
178078...								
178079...	11.37	495	63.27	719.37	247	45.75	5,027.17	5,628.15
178080...	17.75	82	42.75	758.81	41	42.75	758.81	1,455.50
178081...								
178082...	26.00	468	61.56	1,600.56	234	44.75	1,163.50	12,168.00
178083...	26.13	407	57.29	1,496.98	204	42.75	1,117.05	10,634.91
178084...	7.31	285	48.74	356.28	142	42.75	312.50	2,083.35
178085...	29.39	145	42.75	1,256.42	73	42.75	1,256.42	4,261.53
178086...								
178087...	14.41	83	42.75	616.02	41	42.75	616.02	1,196.03
178088...								
178089...	10.35	198	42.75	442.46	99	42.75	442.46	2,049.30
178090...	31.05	267	47.03	1,460.28	134	42.75	1,127.38	8,290.35
178091...	17.79	132	42.75	760.52	66	42.75	760.52	2,348.28
178092...	2.14	75	42.75	91.48	38	42.75	91.48	160.50
178093...								
178094...	9.49	63	42.75	405.69	26	42.75	405.69	502.97
178095...	314.03	3,455	148.77	46,718.24	1,728	117.87	37,014.71	1,084,973.65
178096...	24.03	141	42.75	1,027.28	71	42.75	1,027.28	3,388.23
178097...	56.87	844	78.66	4,473.39	422	60.75	3,454.85	47,998.28
178098...	21.75	120	42.75	929.81	60	42.75	929.81	2,610.00
178099...	48.33	81	42.75	2,066.10	40	42.75	2,066.10	3,914.72
178100...								
178101...	10.02	67	42.75	428.35	34	42.75	428.35	671.34
178102...								
178103...	67.07	2,603	28.21	1,892.04	1,301	100.50	6,740.53	174,583.21
178104...	39.19	234	44.46	1,742.35	117	42.75	1,675.37	9,170.46
178105...	2.90	67	42.75	123.97	34	42.75	123.97	194.30
178106...								
178107...	12.13	368	54.72	663.75	184	42.75	518.55	4,463.84
178108...	39.36	66	42.75	1,294.47	33	42.75	1,294.47	2,597.76
178109...	11.75	55	42.75	502.31	27	42.75	502.31	646.25
178110...								
178111...	26.20	1,210	94.05	2,464.11	605	69.12	1,810.94	3,170.20
178001...	19.79	1,635	112.01	2,216.67	818	79.12	1,565.78	32,356.65
180001...	71.30	164	42.75	3,048.07	82	42.75	3,048.07	11,683.20
180002...	9.08	209	42.75	388.17	104	42.75	388.17	1,897.72
Total							26,708,562.94	2,005,788,564

## SECOND-CLASS MAIL MATTER.

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TABLE C.—*Present payments for transportation on lap-over routes.*

Number of route.	Length of route.		Pay per mile for transportation.	Annual rate of pay for transportation.
	<i>Miles.</i>			
118038.....	52.71	4,717	\$82.93	\$49,738.47
	272.10		166.73	
120035.....	130.50	11,894	244.53	34,878.07
	23.29		127.39	
120048.....	27.80	151	42.75	1,207.91
	3.25		5.99	
121014.....	76.79	2.64	47.03	3,712.93
	8.48		11.97	
121084.....	8.00	320	3.42	5,010.64
	97.14		51.30	
123023.....	6.25	262	4.27	3,845.51
	81.20		47.03	
123033.....	21.72	383	55.58	2,524.90
	5.95		16.24	
124005.....	38.40	6,437	69.25	53,088.97
	271.80		185.54	
124008.....	84.87	610	54.72	8,356.83
	54.28		68.40	
124010.....	50.56	2,043	128.25	21,437.24
	145.74		102.60	
124011.....	2.85	423	5.13	5,475.19
	91.76		58.14	
124016.....	14.00	1,728	14.36	4,297.58
	35.23		116.28	
127011.....	119.77	9,307	216.32	27,773.22
	18.80		99.18	
	20.80		35.05	
129040.....	120.80	3,239	145.35	18,707.92
	12.00		35.05	
	153.60		70.97	
131030.....	314.65	673	29.93	22,783.75
	15.07		64.98	
131046.....	45.63	526	5.99	3,061.46
	16.10		70.97	
131069.....	35.16	667	27.36	2,569.17
	2.70		83.79	
131075.....	205.10	967	10.26	17,589.56
	39.40		72.67	
131116.....	14.10	6,474	186.39	12,336.64
	60.69		17.10	
133059.....	46.67	1,556	71.82	1,569.02
	5.70		108.51	
	3.33		171.00	
135005.....	226.29	5,072	53.77	39,767.06
	19.89		83.79	
135019.....	67.98	973	30.78	6,054.62
	11.65		57.29	
135043.....	31.74	414	17.10	1,914.48
	5.62		70.11	
135048.....	92.41	942	7.52	11,230.58
	15.06		70.11	
	66.16		77.11	
135051.....	31.53	834	29.07	4,217.03
	6.87		77.81	
	20.10		88.92	
135081.....	68.13	1,083	32.49	6,311.53
	7.80		42.75	
135088.....	43.30	95	182.97	1,851.07
	6.56		67.54	
135095.....	157.43	6,176	60.19	29,761.72
	1.85		18.81	
	13.82		50.45	
135127.....	6.64	312	42.75	2,975.81
	56.51		1.71	
135135.....	5.70	191	170.15	281.29
	22.00		53.01	
137017.....	4.60	4,948	170.15	36,657.44
	8.48		134.24	
	208.20		25.65	
137041.....	76.66	2,424	134.24	13,552.13
	6.88		10.26	
137076.....	22.98	721	73.53	7,308.88
	21.50		111.14	
137102.....	96.40	10,404	228.28	4,316.42
	11.91		77.80	
	13.11		186.39	
138017.....	27.00	6,504	149.11	54,545.14
	132.10			
	186.59			

TABLE C.—*Present payments for transportation on lap-over routes—Continued.*

Number of route.	Length of route.		Pay per mile for transporta- tion.	Annual rate of pay for transporta- tion.
	<i>Miles.</i>			
138030.....	19.50 155.00 3.50 15.70 210.50	10,424	\$228.28 182.62 228.28 182.62	\$36,588.02
138087.....	4.30 18.03 26.97 66.80 25.34	1,156	91.49 13.68 51.98 182.97	19,317.46
141100.....	198.32 178.45 28.42 63.66 7.25	6,125	12.82 93.20 160.74 46.17	14,795.87
143008.....	15.27 54.73 15.40 15.40 88.17	1,187	116.28 17.95 55.58 4.27	18,528.67
143010.....	8.69 4.60 18.30 20.23 10.84	4,327	80.37 1.37 74.39 7.09	29,996.20
143055.....	30.49 15.70 5.64 9.30 23.09	1,734	85.50 137.66 64.12 43.61	7,532.51
143064.....	4.84 26.92 162.26 85.80 24.17	388	58.99 46.17 113.72 17.96	3,107.09
143082.....	38.23 14.30 25.59 54.79 24.45	885	87.21 14.54 87.21 105.17	7,311.35
143107.....	6.45 199.44 8.30 142.78 8.22	155	15.39 149.62 38.47 147.06	9.16
145016.....	12.00 11.55 206.45 13.28 20.06	743	35.91 158.18 59.85 158.18	462.91
145065.....	10.19 81.40 23.40 11.43 7.40	2,718	60.70 51.30 2.04	5,176.90
145067.....	104.23 55.65 41.33 13.83 125.80	1,227	141.93 22.23 109.44 34.20	1,017.37
145078.....	206.45 15.70 5.64 9.30 23.09	1,671	149.62 38.47 147.06 35.91	3,142.09
145091.....	12.00 11.55 206.45 13.28 20.06	1,926	158.18 59.85 158.18	20,807.30
149014.....	10.19 81.40 23.40 11.43 7.40	301	60.70 51.30 2.04	1,557.44
149021.....	104.23 55.65 41.33 13.83 125.80	517	141.93 22.23 109.44 34.20	4,066.08
150009.....	206.45 15.70 5.64 9.30 23.09	7,820	149.62 38.47 147.06 35.91	164,439.59
150066.....	12.00 11.55 206.45 13.28 20.06	1,189	158.18 59.85 158.18	10,975.09
150069.....	10.19 81.40 23.40 11.43 7.40	1,043	60.70 51.30 2.04	9,872.53
150103.....	104.23 55.65 41.33 13.83 125.80	1,476	141.93 22.23 109.44 34.20	6,384.26
153004.....	206.45 15.70 5.64 9.30 23.09	3,546	149.62 38.47 147.06 35.91	30,197.98
155040.....	12.00 11.55 206.45 13.28 20.06	3,378	158.18 59.85 158.18	21,292.40
155054.....	10.19 81.40 23.40 11.43 7.40	4,111	60.70 51.30 2.04	35,245.08
155105.....	104.23 55.65 41.33 13.83 125.80	1,227	141.93 22.23 109.44 34.20	1,835.16
155106.....	206.45 15.70 5.64 9.30 23.09	108	149.62 38.47 147.06 35.91	20.78
157011.....	12.00 11.55 206.45 13.28 20.06	793	158.18 59.85 158.18	9,304.44
157064.....	10.19 81.40 23.40 11.43 7.40	3,000	60.70 51.30 2.04	15,027.40
165047.....	104.23 55.65 41.33 13.83 125.80	1,565	141.93 22.23 109.44 34.20	5,760.24
171023.....	206.45 15.70 5.64 9.30 23.09	3,169	149.62 38.47 147.06 35.91	18,651.08
173019.....	12.00 11.55 206.45 13.28 20.06	1,261	158.18 59.85 158.18	7,838.49
Total.....				1,030,981.91

## SECOND-CLASS MAIL MATTER.

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TABLE D.—Mail routes over which average weight of mail exceeds 20,000 pounds (10 tons) per day.

Number of route.	Length of route.	Average weight per day.	Pay per mile per annum for transportation.	Annual rate of pay for transportation.
	<i>Miles.</i>	<i>Pounds.</i>		
101006.....	135.81	50,252	\$750.60	\$101,951.20
104001.....	10-.47	92,457	1,105.51	119,914.66
104011.....	114.78	22,941	362.52	41,610.04
104025.....	200.37	172,320	1,058.50	392,454.75
104035.....	1.48	39,469	421.52	623.84
104041.....	3.44	39,469	538.65	3,256.61
104067.....	3.33	39,469	421.52	17,547.42
104067.....	50.55	21,505	347.13	387,304.56
104067.....	230.18	146,253	1,680.07	63,430.00
104005.....	62.50	84,000	1,014.88	169,351.54
107001.....	459.57	23,460	368.50	1,985,910.27
107011.....	439.49	411,838	4,518.67	11,505.35
107016.....	29.51	25,498	39.88	138,695.67
107108.....	410.23	20,718	338.58	295.43
107114.....	78	24,515	378.76	401,927.59
109004.....	90.28	498,874	5,448.91	1,410,768.51
110001.....	353.13	362,006	3,966.01	18,976.75
110004.....	56.62	20,408	335.16	18,636.08
110006.....	40.59	31,990	459.13	95,799.44
110010.....	270.64	22,147	353.97	83,535.09
110063.....	150.62	41,083	556.00	16,767.84
110103.....	40.40	20,820	339.43	22,499.84
110123.....	68.00	20,009	330.88	334,961.61
113001.....	137.03	217,740	2,444.44	73,097.47
113002.....	138.34	38,471	528.39	280,288.95
113003.....	295.88	77,670	947.34	34,678.80
113027.....	97.50	22,280	355.88	55,307.04
114001.....	79.86	53,845	692.55	356,728.98
114002.....	238.28	129,097	1,497.10	38,917.89
114008.....	82.76	33,039	470.25	172,625.87
114050.....	437.97	25,908	394.15	24,776.38
114056.....	35.43	54,492	696.39	66,784.25
114062.....	103.87	49,223	642.96	578,197.23
131002.....	468.32	104,582	1,234.62	251,018.71
131007.....	75.01	302,167	3,346.47	29,813.20
131011.....	57.54	37,480	518.13	181,671.73
131013.....	213.30	53,006	688.88	83,967.25
131014.....	119.62	54,082	701.95	277,360.31
131015.....	187.86	127,163	1,476.58	207,405.97
131016.....	465.61	30,692	445.45	270,058.09
131019.....	433.28	47,336	623.29	49,111.20
131023.....	143.60	21,017	342.00	35,091.69
131024.....	98.90	22,220	354.82	110,449.41
131025.....	300.42	23,440	367.65	25,311.20
131026.....	59.09	29,080	428.35	135,255.01
131028.....	195.30	53,873	692.55	492,775.49
131032.....	190.77	201,262	268.31	157,507.95
131045.....	133.59	99,338	1,179.04	1,513,452.60
131065.....	540.00	251,274	2,802.69	359,045.28
133002.....	234.60	129,844	504.80	138,741.64
133003.....	250.03	40,938	554.90	185,128.47
133010.....	335.70	40,605	551.47	34,477.04
133038.....	95.33	22,899	361.66	44,446.32
135001.....	85.50	37,672	519.84	348,396.31
135003 a.....	219.41	63,855	799.42	424,692.49
135007.....	270.50	182,336	639.54	140,847.00
135017.....	205.58	35,999	501.88	139,471.45
135020.....	280.64	41,998	452.80	160,472.57
135035.....	308.02	164,898	1,879.29	61,688.55
135042.....	85.39	21,243	345.42	228,709.04
135048.....	178.59	35,104	492.48	238,650.00
110409.....	474.25	75,574	842.62	54,395.32
121002.....	267.36	26,275	397.57	95,811.57
121003.....	130.82	41,281	558.31	40,903.20
121012.....	171.61	25,815	389.88	143,503.12
124012 a.....	104.00	34,612	487.35	66,295.90
127004.....	118.77	30,113	431.61	153,150.34
129004.....	151.15	36,531	512.14	126,689.96
129025.....	290.04	24,108	374.49	70,680.72
129025.....	338.30	30,006	437.76	
129025.....	161.46			

a Lap service.

TABLE D.—*Mail routes over which average weight of mail exceeds 20,000\* pounds (10 tons) per day—Continued.*

Number of route.	Length of route.	Average weight per day.	Pay per mile per annum for transportation.	Annual rate of pay for transportation.
	<i>Miles.</i>	<i>Pounds.</i>		
129059.....	146.56	27,930	\$415.53	\$60,900.07
147041 <sup>a</sup> .....	165.40	52,384	377.16	287,735.57
149003.....	324.29	21,380	541.72	50,369.14
155010 <sup>a</sup> .....	145.82		345.42	
	66.46		449.73	
	420.04	31,129	359.78	218,851.32
	84.14		449.73	
137006.....	284.33	38,645	530.10	150,723.33
137039.....	335.57	20,721	339.58	113,617.28
139002.....	197.60	135,758	1,568.07	309,850.83
139009.....	288.10	22,942	362.52	104,442.01
141001 <sup>a</sup> .....	107.88	40,619	551.47	122,312.20
	142.39		441.18	
141004 <sup>a</sup> .....	88.77	32,677	465.97	98,324.93
	152.80		372.78	
141006 <sup>a</sup> .....	200.63	21,152	274.29	70,795.50
	45.98		342.86	
141013.....	141.74	116,553		
141025.....	279.47	23,814	297.54	83,153.50
143005 <sup>a</sup> .....	271.71	146,054	1,342.09	305,603.41
	18.34		1,678.36	
143029.....	76.71	22,211	354.82	27,218.24
143073 <sup>a</sup> .....	3.30	35,661	388.77	2,297.90
	1.97		498.46	
145001 <sup>a</sup> .....	36.80	112,416	1,054.72	362,931.60
	245.84		1,318.41	
145003 <sup>a</sup> .....	34.32	31,335	452.30	121,704.87
145004 <sup>a</sup> .....	293.45	41,353	361.84	154,727.92
	276.71		559.17	
145006.....	174.15	23,571	399.36	68,921.59
	18.29		251.37	
145018.....	219.12	20,799	339.43	74,375.90
145043.....	9.40	51,388	666.04	6,260.77
145070.....	7.10	75,696	925.97	6,574.38
119002.....	172.67	22,412	356.53	61,862.03
119013.....	142.00	100,573	1,191.87	169,245.54
155052.....	84.48	28,947	426.65	36,543.39
155100.....	67.35	34,275	360.79	24,703.30
157001.....	1,003.12	94,932	1,132.02	1,135,551.90
157004.....	16.60	23,220	365.09	6,060.49
164001.....	541.29	24,231	376.20	203,633.29
173003.....	217.90	20,064	331.74	72,286.14
170001.....	833.58	65,662	819.09	682,777.04
Total.....	22,060.15			19,904,714.04

<sup>a</sup> Lap service.APPENDIX No. 2.—*Correspondence relative to the abrogation of the provisions of the postal convention with Canada in respect of second-class matter.*

POST-OFFICE DEPARTMENT,  
OFFICE OF THE THIRD ASSISTANT POSTMASTER-GENERAL,  
CLASSIFICATION DIVISION,  
Washington, D. C., December 24, 1901.

SIR: There seems some danger that this Department may suffer from having thrust upon it for carriage at the pound rate of postage large quantities of second-class matter, the publishers of which, having been deprived of the entry of their publications in this country, may resort to Canada or Mexico, and, securing entry there, obtain carriage for this matter at the pound rate throughout the United States by thus mailing it over the line in the domain of another government.

I feel confident of the cooperation of those countries in an effort for such concerted action as will protect each and all of us. To accomplish this it seems desirable that at the next opportunity under the convention the matter be laid before that body and an article adopted that will prohibit the entry as second-class matter by either

of the postal establishments when a majority of such publications' subscribers receive their mail in either of the other countries.

To this end I beg to solicit your attention and favorable consideration.

Respectfully, yours,

EDWIN C. MADDEN,  
*Third Assistant Postmaster-General.*

HON. W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General,*  
*Washington, D. C.*

POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, February 7, 1902.*

SIR: Recently this Office excluded from the second class of mail matter a number of publications which were found not to be qualified to continue in that class under the provisions of amended sections 276 and 281, Postal Laws and Regulations. In the main, these publications were advertising sheets (virtually circulars), and were being carried at the pound rate, which is maintained largely at Government expense.

It is reported that the publishers of these rejected periodicals propose to enter them to newspaper rates in Canada and circulate them as heretofore in this country. One such publication, *Hours at Home*, formerly of New York, has been already so entered, and is now shipped back in the mails to this country, where the greater number of copies to alleged subscribers and as sample copies are distributed. Another publication, *Wilshire's Monthly Magazine*, has also located in Canada. This last case was a question of entry, but the Department had not passed upon the application. The publisher, fearing it would not be admitted, moved to Canada and secured newspaper rates there.

By such procedure this Department, without compensation, is forced to carry these publications throughout the United States, where much the greater number of copies are circulated, when, if offered for mailing in this country, at least one of them (*Hours at Home*) would be subject to a higher, or sustaining, rate of postage.

I bring these cases to your attention with a view of securing proper action for the protection of this and the postal departments of Canada and Mexico, mutually, against the wrong which is thus perpetrated. I suggest the stipulation that neither country shall admit a publication to newspaper rates when the majority of its copies are distributed to persons in another country, either as to subscribers or as sample copies, and I further suggest the adoption of a strict rule as to what shall constitute a subscriber and what a sample copy.

It is very desirable to learn to what extent this country is now suffering by the mailing of one or both of the publications mentioned at Toronto, Ontario, and I suggest gaining that data as preliminary to the proposition for amending the convention. Unless action such as suggested is taken, the work of this Department in excluding such publications from the second class of mail matter will be largely, if not wholly, nullified. Several hundred publications have lately been excluded; and with the encouragement given by the case of *Hours at Home* and *Wilshire's Monthly Magazine*, many of these are likely to move to Canada or Mexico.

Suggesting the earliest possible action, I am,

Very respectfully,

EDWIN C. MADDEN,  
*Third Assistant Postmaster-General.*

HON. W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, March 7, 1902.*

SIR: Under date of February 7 last, I wrote your office on the subject of publications which have been excluded from the second class of mail matter in this country establishing themselves in Canada.

Under date of January 25, 1902, the postmaster-general of Canada wrote this Department as follows:

"DEAR SIR: Within the last few weeks, two periodicals, entitled *Hours at Home* and *Wilshire's Monthly Magazine* have been established in Toronto, and having complied

with the conditions of the Canadian post-office act became entitled to transmission through our mails at the statutory rate chargeable against newspapers and periodicals. I understand that the periodicals above mentioned were formerly published in the United States, but for some reason have been held not entitled to transmission through your mails as periodicals. It would appear to me advisable that if possible the same provisions regarding transmission of newspapers and periodicals through the mails of the two countries should be adopted, otherwise there may be a constant effort on the part of publishers to defeat the rulings of one government by transferring their base of operation to the other country. Perhaps you would give this matter your consideration, and, if the general suggestion appears to commend itself to your judgment, it might be possible to give effect to it in the near future.

"The session of the Canadian Parliament commences on the 13th of February, when any necessary legislation might be secured. My present view is that the matter can be dealt with here by departmental regulations.

"Yours, sincerely,"

WILLIAM MULOCK,  
"Postmaster-General."

Hon. W. S. SHALLENBERGER,  
Second Assistant Postmaster-General.

Under date of February 13 last, the postmaster at New York addressed this office as follows:

"SIR: Referring to the letter of this office of November 25 last, inviting attention to the circulation in this country, through entry at the Toronto, Canada, post-office, of Wilshire's Magazine, a publication excluded from the second class, I have to report that a similar method has been adopted by the publication entitled Hours at Home. The December number contains an announcement that it is entered at Toronto as second-class matter, but the advertisements all bear the address 81 Walker street, New York. This has no doubt resulted in its treatment by postmasters as a domestic publication—as in the case referred to in your letter of the first instant (CD 54064).

"The December number contains all the offers and announcements which resulted in the exclusion of the publication. It also appears that the service is not to be relieved of working this mail by the removals to Canada, as five sacks of Hours at Home for New York State were received at this office unworked on the 9th instant.

"The facts are submitted for your consideration and any action the Department deems advisable or expedient."

This matter is brought to your attention for such action as you may deem proper under the circumstances, and in connection with my letter of February 7 last.

Respectfully, yours,

EDWIN C. MADDEN.  
Third Assistant Postmaster-General.

Hon. W. S. SHALLENBERGER,  
Second Assistant Postmaster-General.

POST-OFFICE DEPARTMENT,  
OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL,  
DIVISION OF FOREIGN MAILS,  
Washington, D. C., March 29, 1902.

SIR: Your attention has been attracted, no doubt, to three orders, No. 898, No. 899, and No. 900, which were signed by the Postmaster-General on the 17th of July last and are printed on page 7 of the inclosed copy of the United States Official Postal Guide for the month of August, 1901, which modified the regulations of this Department respecting the conditions necessary to be complied with by publishers in order to entitle their periodical publications to be admitted as second-class matter to the mails of the United States; the instructions to postmasters respecting said orders being printed on pages 8 and 9 of our Postal Guide for September, 1901.

In enforcing the modified regulations it was found necessary to exclude from the mails as "second-class matter" numerous publications previously enjoying the privileges accorded to matter of that class, and to require postage to be prepaid on those publications at the higher rate of postage applicable to "third-class matter;" the publications so excluded up to the present time being named in our Postal Guides as follows viz, pages 8 and 9 of the guide for November, pages 8 to 13 of the guide for December, pages 11 to 13 of the guide for February last, and pages 9 to 11 of the guide for the current month (March).

In consequence of the action of this Department, the publishers of the excluded

periodicals have moved their plants across the line and for the future will publish their papers in Canada, and others propose to do likewise, their object being to evade the higher rates of postage applicable in the United States to their publications.

A large majority of the subscribers to the publications in question being residents of the United States, this Department will be at the expense of transporting the whole issue of said publications without any compensation whatever, while the publishers will be paying to your administration a lower rate of postage than even the rate applicable to legitimate second-class matter in United States mails, and this notwithstanding that while the papers are printed in Canada the entire business of the publishers is within the United States.

It is conceded that the class of cases under consideration is not covered by any of the stipulations of the Postal Convention in force between our administrations. But as that convention did attempt to frustrate the efforts of persons in one country to evade the higher postage rates of the other (see article 4), I deem it proper to bring the matter to your attention in the hope that the regulations of your administration may be found to contain some provision under which publications which are denied the privileges of second-class matter in United States mails may be denied similar privileges in Canadian mails in cases in which the printing plants are removed from this country to Canada in order to evade the postage rates applicable to the publications in the United States.

If you see your way clear to carry out the foregoing suggestion, I will cause you to be furnished with the names of the publications and the plants which have recently been removed to Canada. Meanwhile I would be glad to be advised at your early convenience of your views in relation to the matter.

I am, very respectfully, your obedient servant,

W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

The POSTMASTER-GENERAL,  
*Ottawa, Canada.*

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POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, April 2, 1902.*

SIR: I deem it proper to invite your attention to the following quotation from the Mail Order Journal, published in Chicago, Ill.:

"OVER TO CANADA.

"Instead of Postmaster-General Madden's having accomplished a beneficial reform, his policy is driving business out of the country into Canada.

"In the Dominion no such restrictions are placed upon second-class matter. Rather, the Canadian government, if it was inclined to make public its opinion, would be found to look with favor upon our Third Assistant Postmaster-General's aggressiveness, as it appreciates the fact that for every paper whose privileges he curtails another publication is brought to Canada, swelling the post-office receipts, increasing the revenues from taxes, and affording employment to more of its skilled labor.

"Canada has another advantage; the rate for postage on second-class matter is a half cent a pound, not a cent, as it is in this country, and under treaty arrangement this Government is compelled to carry Canadian mails.

"Many mail-order publishers have made arrangements that in case their paper falls under the displeasure of the autocrat of the United States Postal Department to retain their business offices here and move the publishing office into some of the larger cities of Canada.

"After Mr. Madden sums up the result of his labor of reform he will find that instead of decreasing a deficit his work has increased it by depriving the Post-Office Department of one of its greatest sources of revenue, besides contracting the business of the printing trade, to the prosperity of which this class of publications have contributed largely. This exodus of publishers will deprive of work many skilled artisans, such as ad. setters, compositors, press feeders, and other employees."

Several letters have already been addressed to you on this subject. I trust that your office, if it has not already moved in this matter, will take prompt action to prevent a complete defeat of the reforms that are now in progress, as the article just quoted indicates may be done.



## SECOND-CLASS MAIL MATTER.

I have previously informed you that some of these publications have already established themselves in Canada, and also called your attention to the report of the postmaster at New York, who stated that many mail sacks containing copies of one of these publications were received at his office from Canada "unworked."

Very respectfully,

EDWIN C. MADDEN,  
*Third Assistant Postmaster-General.*

Hon. W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT,  
OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL,  
OFFICE OF FOREIGN MAILS,  
Washington, D. C., April 7, 1902.

SIR: I have the honor to acknowledge the receipt of your letter of the 5th instant relative to the removal to Canada of the plants of certain periodical publications which are no longer admitted to United States mails as second-class matter, and the mailing of said publications in Canada as second-class matter; and requesting, if this Office has not already moved in the matter, that I will take prompt action to prevent a complete defeat of the reforms that are now in progress.

In reply I have to inform you that the matter was brought to the attention of the Canada office before the receipt of your letter of the 5th instant, and that you will be promptly advised of the tenor of the reply of that office.

I am, very respectfully, your obedient servant,

W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

Hon. E. C. MADDEN,  
*Third Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT,  
OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL,  
DIVISION OF FOREIGN MAILS,  
Washington, D. C., June 13, 1902.

SIR: I have the honor to invite your attention to this Department's letter No. 161049 of the 29th of March last, relative to the mailing in Canada of publications denied admission to United States mails as "second-class matter," and to request that you will favor this Department with your reply thereto, at your early convenience.

I am, very respectfully, your obedient servant.

W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

The POSTMASTER-GENERAL,  
Ottawa, Canada.

POST-OFFICE DEPARTMENT, CANADA.  
Ottawa, April 20, 1904.

SIR: I have the honor to inform you that it has been brought to the attention of this department that, owing doubtless partly to the lower rates prevailing in this country on newspapers from the offices of publication, a number of papers have been established in this country, nearly the whole of whose circulation is in the United States. It is even probable that, owing to the differences in view between the two departments as to the admissibility of certain newspapers to the statutory privileges, which are certain to arise when the question of admissibility to some extent depends upon the individual judgments of the heads of the two Departments, there may be newspapers published in this country which have been refused the ordinary newspaper rates prevailing in the United States and which make Canada the basis for publication, their circulation being almost wholly in the United States. At present there seems to be nothing in the convention between the two countries which would warrant your Department in declining to receive these newspapers and forward them to their destinations, unless they can be shown to contain matter which is immoral or obscene.

although if you were able to consult your own views on the matter you would refuse to lend your service for their wide circulation.

In like manner there are some publications in your country admitted to the mailing accorded to newspapers and periodicals but which would not be so admitted in this country though published here.

Under these circumstances it seems to this department that it might be expedient that the convention between the two countries might be so changed as to give the country of destination the right to deal with publications originating in the other country, in the same spirit as if such publications had originated in the country of destination.

If you should be favorably inclined to the views herein expressed, I would propose modifying the first article of the convention by adding after the word "revenues" the words "subject, also, in the case of newspapers and periodicals, to the right of each administration to decline to transmit through its mails except when duly prepaid by stamps in the country of origin as transient matter, such newspapers and periodicals as it would decline to transmit through its mails under the statutory newspaper privileges accorded to publishers or newsdealers, if such newspapers and periodicals were published in its own country."

I have the honor to be, sir, your obedient servant,

R. M. COULTER,  
*Deputy Postmaster-General.*

The POSTMASTER-GENERAL,  
*Washington, D. C.*

POST-OFFICE DEPARTMENT.  
OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL,  
DIVISION OF FOREIGN MAILS,  
*Washington, D. C., May 4, 1904.*

DEAR SIR: I inclose herewith a communication from Hon. R. M. Coulter, deputy postmaster-general of Canada, addressed to the Postmaster-General under date of April 20, now submitted to your office with request to be advised as to the nature of the reply that should be prepared in the Office of Foreign Mails touching the proposed modification of the first article of the convention between the two countries.

Yours, truly,

W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

HON. E. C. MADDEN,  
*Third Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT.  
THIRD ASSISTANT POSTMASTER-GENERAL,  
*Washington, May 16, 1904.*

SIR: I return to you herewith the communication of the Hon. R. M. Coulter, deputy postmaster-general of Canada, dated April 30, last, and submitted to me with your letter of May 4.

I regard the suggestion of Mr. Coulter as most excellent, and I believe that it will do away with what threatens to be a very great abuse of the favored newspaper and periodical rates of postage. It is suggested that the language of the amendment as proposed by Mr. Coulter be changed so as to substitute the words "miscellaneous printed matter" for the words "transient matter," in the fourth line of the proposed amendment. It is possible that if the amendment after the word "revenues" read as follows, the object sought might be better accomplished:

"And in the case of newspapers and periodicals, to the right of each administration to decline to transmit through its mails, except when duly prepaid by stamps affixed in the country of origin at the rate applicable for miscellaneous printed matter, such newspapers and periodicals as it would decline to transmit through its mails under the statutory newspaper and periodical privileges accorded to publishers and news dealers if such newspapers and periodicals were published in its own country."

Very respectfully,

EDWIN C. MADDEN,  
*Third Assistant Postmaster-General.*

HON. W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

MAY 28, 1904.

SIR: I have the honor to acknowledge the receipt of your letter of the 20th ultimo, No. 12247, suggesting—for reasons therein stated—that it might be expedient to so change the postal convention in force between the two countries as to give the country of destination the right to deal with publications originating in the other country in the same spirit as if such publications had originated in the country of destination; and to that end proposing that the first article of the convention be modified by adding after the word “revenues” the words “subject also, in the case of newspapers and periodicals, to the right of each administration to decline to transmit through its mails except when duly prepaid by stamps in the country of origin as transient matter, such newspapers and periodicals as it would decline to transmit through its mails under the statutory newspaper privileges accorded to publishers or news dealers if such newspapers and periodicals were published in its own country.”

In reply, I have to inform you that I am disposed to consent to the proposed modification in article 1 of the convention, but am of opinion that the object sought might be better accomplished if the modification were worded as follows—that is to say, add after the word “revenues” “and in the case of newspapers and periodicals, to the right of each administration to decline to transmit through its mails, except when duly prepaid by stamps affixed in the country of origin at the rate applicable to miscellaneous printed matter, such newspapers and periodicals as it would decline to transmit through its mails under the statutory newspaper and periodical privileges accorded to publishers and news dealers if such newspapers and periodicals were published in its own country.”

I have the honor to be, sir, your obedient servant,

H. C. PAYNE, *Postmaster-General.*

The POSTMASTER-GENERAL, Ottawa, Canada.

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POST-OFFICE DEPARTMENT, CANADA,  
Ottawa, June 22, 1904.

SIR: I have the honor to acknowledge and thank you for your communication of the 28th ultimo, expressing agreement with the suggestion made by this department that it might be expedient to change the postal convention in force between the two countries so as to give the country of destination the right to deal with publications originating in the other country in the same spirit as if such publications had originated in the country of destination.

In accordance with the above a draft amendment of the convention has been prepared and is inclosed herewith in duplicate, duly signed on behalf of this department by Sir William Mulock, postmaster-general of Canada, and I would be much obliged, if the amendment should be wholly in accordance with the views of your Department, for the return of one copy duly executed by yourself.

I have the honor to be, sir, your obedient servant,

R. M. COULTER,  
*Deputy Postmaster-General.*

The Hon. H. C. PAYNE,  
*Postmaster-General, Washington, D. C.*

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AMENDMENT TO POSTAL CONVENTION BETWEEN CANADA AND UNITED STATES OF  
JANUARY, 1888.

For the purpose of enabling the post-office department of each country to deal with the newspapers and periodicals originating in the other and addressed to it, in the same manner as if such newspapers and periodicals had originated in that country, the undersigned, Henry C. Payne, Postmaster-General of the United States of America, and Sir William Mulock, K. C. M. G., Postmaster-General of the Dominion of Canada, by virtue of authority vested in them by law, have agreed on the following amendment to the postal convention between the two contracting countries, signed at Ottawa, the 19th day of January, 1888, and at Washington, the 12th day of January, 1888.

ARTICLE 1. Amend one, paragraph “A,” by adding thereto after the word “revenues” the following: and in the case of newspapers and periodicals, to the right of each administration to decline to transmit through its mails, except when duly prepaid by stamps affixed in the country of origin at the rate applicable to miscellaneous printed

matter, such newspapers and periodicals as it would decline to transmit through its mails under the statutory newspaper and periodical privileges accorded to publishers and news dealers, if such newspapers and periodicals were published in its own country.

ARTICLE 2. This amendment shall take effect upon the first day of July, 1904, and shall continue in force until terminated by mutual agreement or annulled at the instance of the post-office department of either country upon six months' previous notice given to the other.

Done in duplicate and signed at Washington on the twenty-eighth day of June, one thousand nine hundred and four, and at Ottawa on the ——— day of ———, one thousand nine hundred and four.

[SEAL.]

H. C. PAYNE,  
*Postmaster-General of the United States of America.*

[SEAL.]

W. MULOCK,  
*Postmaster-General of the Dominion of Canada.*

I hereby approve and ratify the foregoing amendment to article 1 of the postal convention of January, 1888, between the United States and Canada.

In testimony whereof I have caused the seal of the United States to be hereunto affixed.

[SEAL.]

THEODORE ROOSEVELT.

By the President:

JOHN HAY,  
*Secretary of State.*

WASHINGTON, June 28th, 1904.

(Copy.)

POST-OFFICE DEPARTMENT,  
OFFICE OF FOREIGN MAILS,  
Washington, D. C., June 29, 1904.

SIR: Referring to your reply, under date of the 22d instant and No. 12247, to this Department's letter of the 28th ultimo, No. 174827, transmitting, in duplicate original, an amendment to the postal convention in force between Canada and the United States, I have the honor, by direction of the Postmaster-General, to return herewith one of the duplicates, said amendment having been signed by the Postmaster-General and approved and ratified by the President on the 28th instant.

I am, very respectfully, your obedient servant,

N. M. BROOKS,  
*Superintendent of Foreign Mails.*

The POSTMASTER-GENERAL, Ottawa, Canada.

(Copy.)

POST-OFFICE DEPARTMENT,  
OFFICE OF THE SECOND ASSISTANT POSTMASTER-GENERAL,  
DIVISION OF FOREIGN MAILS,  
Washington, D. C., April 23, 1906.

SIR: Referring to my letter, No. 161136, of the 7th of April, 1902, and to the correspondence from your office therein mentioned, which resulted in the amendment of June, 1904 (copy herewith), to the postal convention between Canada and the United States, under which amendment the right to decide that a certain publication is not entitled to enjoy the rates and conditions applicable to "second-class matter" in its mails is conceded to each country, I have the honor to inform you that the enforcement by Canada of the stipulations of the amendment in question is working serious inconvenience and hardship to many reputable and standard publications of this country which are circulating in our domestic mails at the reduced rate applicable to "second-class matter." See the Postmaster-General's orders Nos. 262 and 767 of the 14th of September and 10th of March last, printed in the Postal Guide for October, 1905, and April, 1906, respectively.

In view of the inconvenience and confusion resulting from having one rate applicable in our mails to a certain publication destined for delivery in Canada, and a different rate applicable to the same publication destined for delivery in the United States, whereas under the original convention the same rate applied to articles destined for delivery in either the United States or Canada, and of the fact that the amendment appears to operate inequitably in so far as the publications of the two countries are concerned, I should be pleased to be favored with your opinion as to whether it would not be advisable to propose to the postal administration of Canada the annulment by mutual agreement of the amendment in question, thereby restoring the conditions which existed under the original convention.

Very respectfully, yours,

W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

Hon. E. C. MADDEN,  
*Third Assistant Postmaster-General.*

(Copy.)

POST-OFFICE DEPARTMENT,  
THIRD ASSISTANT POSTMASTER-GENERAL,  
Washington, July 24, 1906.

DEAR SIR: Referring to your letter of April 23, 1906, requesting information as to whether or not it is advisable to propose to the postal administration of Canada the annulment by mutual agreement of the amendment of June 4, 1904, to the postal convention between Canada and this country, I have to state that this matter has been given very careful consideration.

Under the provisions of the postal convention existing prior to the amendment in question, publishers of publications which were denied second-class rates in this country moved to Canada and secured those rates there. The effect was to compel this postal administration to transport and deliver large quantities of third-class mail matter from which no revenue at all was derived, and which had been taken to Canada for mailing merely to evade the legal rate here.

The amendment in question has a very salutary effect, and I deem it inadvisable to suggest the annulment thereof.

Respectfully,

EDWIN C. MADDEN,  
*Third Assistant Postmaster-General.*

Hon. W. S. SHALLENBERGER,  
*Second Assistant Postmaster-General.*

POST-OFFICE DEPARTMENT, CANADA,  
Ottawa, 17th August, 1906.

SIR: I have the honor to inform you that for some time past the attention of this Department has been occupied with the postal convention between this country and the United States so far as concerns the exchange of the class of matter known as newspapers and periodicals. The postal convention of 1875 allowed the circulation in either country of matter of this class originating in the other at the domestic rates of the country of origin. The convention was amended in 1887, but the clause relating to this class of matter was not affected. During the thirty-one years which have elapsed since the convention was made the mail matter, which is comprehended within this class has undergone immense changes, both in character and in the quantities passing between the two countries. At the time the convention was made, the number of newspapers and periodicals offered for conveyance by the post-office from the one country to the other was comparatively small, and they were relatively simple in character, so that it was comparatively easy to determine whether a publication which was submitted for conveyance by the post-office was entitled to the low rates of postage allowed by the statutes of both countries to bona-fide newspapers and periodicals. With the development of the various means of production the number of newspapers and periodicals has been greatly increased, and, what is not less important, a great change has taken place in the character of the publications.

At the time the convention was negotiated the publications which enjoyed the benefit of it were generally of a class whose purpose was to disseminate information on literary and scientific subjects and to educate public opinion regarding the problems

of the time. There are of course many newspapers and periodicals published in both countries of which the same may be said to-day, but along with these have sprung up a class of periodical publications which are intended to serve quite other ends. They take many forms and cover a wide range of literary matter, but the main object of the publications is not to educate or inform the public, but to create vehicles for the circulation of advertisements, to which they look for their profits. In determining whether a publication of this class is or is not entitled to the privileges, a certain discretion must be exercised by the administration of the country of publication, and as the decision affects not only the part of the issue of such a publication that circulates within the country of origin, but also that part which passes into the mail service of the other country, it is inevitable that differences of opinion will arise between the two administrations as to whether a given publication should or should not be granted the statutory privileges. When, therefore, a publication is submitted to the department of either country with an application for second-class privileges, that department is not quite free to grant or refuse the privileges according to its own ideas of the propriety of the application, but must consider what view the other department takes of the same class of matter, in order that injustice may not be done to the applicant. Indeed, it must frequently happen, owing to the differences of opinion which must arise between the two administrations as to the intent of the statutes under which each acts in this regard, that large numbers of periodicals originating in one country are sent to the other country as second-class matter which the other country would not consider such if published in that country.

This state of things, besides being repugnant to the principles on which the receiving country carries on its administration, gives rise to complaints on the part of its own citizens with which the post-office department finds it impossible to deal satisfactorily. It is true that each department has the power under the amendment of 1904 to refuse admission to its territory, except as printed matter, of such publications as it would not consider entitled to the privileges of second-class matter if they were published in its own country. But the experience of the past year must have made it plain that neither department can give adequate force to its own ideas without causing a great deal of friction, and without such an outlay for clerical assistance to prevent the incoming of periodical matter which it considers illegitimate, as appears to be quite disproportionate to the real purpose to be served. It is also to be noted that, as time goes on, the ideas of each department with reference to any of the various classes of publications are subject to change, and it is desirable that it should be free to act upon its ideas without too much reference to the views held by the other department on the same matters.

The amendment of 1904 would, of course, secure this freedom to each administration, but it is plain that neither administration would be oblivious to the interests in the other country which might be affected by giving effect to its change of view. Another feature connected with the development of the publishing industry in both countries is the relative advantages and burdens which are thrown upon each administration by the quantities of matter passing each way. It need not be said that if, of the total newspaper and periodical matter passing between the two countries, an overwhelming proportion originates in one of the countries for distribution and delivery in the other, the balance of advantage and burden is not well adjusted, and efforts should be made to restore the balance, if such be possible.

For these reasons it has seemed to this department that the time has come when the terms of the convention between the two countries, so far as they apply to newspapers and periodicals, should be reviewed. This department would be glad to have your views on this important matter.

I have the honor to be, sir, your obedient servant,

R. M. COULTER,  
*Deputy Postmaster-General.*

The POSTMASTER-GENERAL,  
*Washington, D. C.*

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OFFICE OF THE POSTMASTER-GENERAL.  
*Washington, D. C., September, 12, 1906.*

DEAR SIR: I have the honor to acknowledge receipt of your letter of the 17th August, giving expression to your desire for a review of the postal convention between the two countries in so far as it relates to the exchange of newspapers and periodicals.

Careful consideration has been given to the reasons which have induced you to ask relief from what has come to be a burden on your administration, growing out of the

changes which have occurred since the convention was concluded, thirty-one years ago, both in the character and volume of this class of mail matter passing between the two countries. I assume that you have reason to think that an overwhelming proportion of this class of matter originates in this country for distribution and delivery in Canada, and that while the amendment of 1904 gives you power to refuse to admit to your mails, except at higher rates applicable to printed matter, any and all publications that would not be entitled to the privilege of second-class matter, if printed and published in your country, yet you find the administration of the amendment in the past year so expensive and so productive of friction that it fails to afford that measure of relief which was expected of it and which should be sought by other means.

I have to say that the experience of this country has developed more or less friction in the operation of the amendment referred to, inasmuch as publishers have complained that it was not impartially and uniformly administered.

It seems to me desirable that the convention as amended be allowed to remain on trial for a while longer and until the present investigation, which is in progress in this country, authorized at the last session of Congress, to consider the entire subject of second-class matter in the mails, shall have been concluded.

The joint commission of Congress is expecting to make report within six months and radical changes are possible in the law relating to second-class mail matter.

In the meantime permit me to express the hope that your administration will continue to carry out the provisions of the existing convention as amended in 1904 in a painstaking manner and with due regard to the rights and privileges of our publishers.

I am, with great respect, very truly, yours,

W. S. SHALLENBERGER,  
*Acting Postmaster-General.*

Hon. R. M. COULTER,  
*Deputy Postmaster-General,  
Ottawa, Canada.*

POST-OFFICE DEPARTMENT, CANADA.  
*Ottawa, 7th November, 1906.*

SIR: I have the honor to acknowledge the receipt of your letter of the 17th instant with reference to the question of reviewing the postal convention between this country and the United States so far as concerns the exchange of newspapers and periodicals.

In your letter you state that the subject of second-class matter is engaging the attention of Congress, a joint committee of the two Houses having been appointed for the purpose of considering the whole matter, that it is expected that a report will be made within six months, and that it is possible that radical changes will be made in the laws relating to this class of correspondence. You suggest that, in view of this fact, the proposed review of the convention by the two Departments be deferred until the outcome of the Congressional investigation may be seen.

In reply I beg to say that, having given the terms of your letter careful consideration, the Department regrets that the situation in this country makes it impossible to accept your suggestion as to the postponement of the proposed review. This Department has felt it necessary for a long time to subject the regulations regarding second-class matter to a thorough revision, but at every step it has found itself hampered by the fact that the regulations of the United States Department, to which this Department is in a large measure obliged to conform by the terms of the convention, differed widely from the ideas by which this Department was governed in entering upon the revision.

The publishing business is developing rapidly in this country, and every day this department is called upon to decide as to the propriety of granting publishers' statutory privileges to new publications; and it is impossible to deal satisfactorily with these matters until the department recovers a free hand in applying its own ideas to them. You state that your Department has experienced some friction in the application of the amendment of 1904, and intimate that in the opinion of the publishers in the United States the amendment is not being impartially and uniformly administered in this country. On that point I can only say that this department is not unaware that the carrying into execution of a regulation of this sort must be attended with friction and dissatisfaction and that it is very probable that, owing to the imperfect character of its means of prevention, there are many publications still coming into the country which would not be allowed statutory privileges if published in this country. This department is, however, of opinion that the remedy lies not in further efforts in the not specially pleasing line of prohibiting publications which conform to the regulations of the United States Post-Office, but in removing from each

department the obligations imposed by the convention and giving it full freedom in the application of its own laws governing this class of matter.

This department presses this view with the less reluctance because it is unable to see that its action will have any effect, not beneficial, on the investigation now being pursued, and, while it is quite conceivable that legislation might be enacted by Congress which would remove the objections this department entertains to the present state of affairs, still this is only a possibility, and in the nature of things a considerable time must elapse before so desirable a condition could be reached; and this department can no longer postpone the consideration of the cases brought before it regarding Canadian publications, which involve the points in which it feels itself at issue with the practice of your Department.

In notifying you, therefore, under article 13 of the convention of 1888, of the abrogation of this convention six months from this date, I beg to say that it is only in so far as it relates to second-class matter that this department desires its action to extend, and it is quite prepared to allow the convention to remain valid in all other respects, if that be satisfactory to your Department.

If, either through legislation or departmental action, regulations are framed for the guidance of your Department respecting second-class matter, which, in the working out of its policy this department would find it possible to adopt, this department would be prepared to enter upon negotiations for another convention relating to this class of matter.

I have the honor to be, sir, your obedient servant,

R. M. COULTER,  
Deputy Postmaster-General.

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APPENDIX No. 3.—*Publications represented in the Periodical Publishers' Association of America.*

Ainslee's Magazine, New York; The American Illustrated Magazine, New York; The American Agriculturist and the other Orange Judd Company publications, New York; The American Monthly Review of Reviews, New York; Appleton's Magazine, New York; All-Story Magazine, New York; The Argosy, New York; The Broadway Magazine, New York; The Burlington Magazine, New York; The Book-Buyer, New York; Christian Herald, New York; The Century Magazine, New York; Current Literature, New York; The Churchman, New York; Collier's Weekly, New York; The Cosmopolitan Magazine, New York; Christian Endeavor World, Boston; Country Life in America, New York; The Delineator and the other Butterick Publishing Company publications, New York; Everybody's Magazine, New York; Etude, Philadelphia; Farming, New York; Farm and Home, Springfield Mass.; Farm Journal, Philadelphia; Good Housekeeping, Springfield, Mass.; Garden Magazine, New York; Harper's Monthly Magazine, New York; Harper's Bazar, New York; Harper's Weekly, New York; The Independent, New York; Lippincott's Magazine, Philadelphia; The Ladies' Home Journal, Philadelphia; Little Folks, Salem, Mass.; The Literary Digest, New York; The Ladies' World, New York; Life, New York; Leslie's Weekly, New York; McClure's Magazine, New York; Munsey's Magazine, New York; The Modern Priscilla, Boston; The National Magazine, Boston; The North American Review, New York; The Outing Magazine, New York; The Outlook, New York; Pearson's Magazine, New York; The Pictorial Review, New York; Popular Magazine, New York; Ridgway's, New York; St. Nicholas, New York; Short Stories, New York; Suburban Life, Boston; The Saturday Evening Post, Philadelphia; Success Magazine, New York; Scribner's Magazine, New York; System, New York; The Woman's Home Companion, Springfield, Ohio.; The World's Work, New York; The Youth's Companion, Boston.

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APPENDIX No. 4.—*Notes on the regulations of foreign countries in relation to newspapers and periodicals.*

CLASSIFICATION IN THE UNITED KINGDOM.

Mail matter called inland correspondence in Great Britain is there divided into the following classes: (A) letters; (B) post cards; (C) half-penny packets; (D) newspapers; (E) parcels.

The letter post is regarded as the normal post of the country. Post cards, half-penny packets, and registered newspapers can be sent at an exceptionally low rate, but in



order to enjoy this privilege special conditions must be observed. In order to be transmitted by inland post as a newspaper the publication must be registered at the general post-office and fall within the following description:

1. That it consists wholly or in great part of political or other news or of articles relating thereto or to other current topics, with or without advertisements.

2. That it be printed and published in the United Kingdom.

3. That it be published at intervals of not more than seven days.

4. That it have the full title and date of publication printed at the top of the first page and the whole or part of the title and the date of publication printed at the top of every subsequent page.

5. That any supplement to a newspaper be a publication consisting wholly or in great part of matter like that of a newspaper, whether gummed or stitched up with the newspaper or not; or consisting wholly or in part of engravings, prints, or lithographs illustrative of articles in the newspaper, such publication in every case being published with the newspaper and having the title of the newspaper printed at the top of every page or at the top of every sheet or side on which any such engraving, print, or lithograph appears.

6. That a copy of the publication, together with a fee of 5 shillings, be sent to the secretary of the post-office.

(Post-Office Guide, p. 14.)

This class is confined absolutely to newspapers in the ordinary sense of the word. It does not include periodicals published more frequently than once a week—newspapers, magazines, or periodicals generally, as understood in the United States. A prepaid rate of postage on a registered newspaper, including any supplement thereto whether posted singly or with others, is  $\frac{1}{4}$ d. (1 cent), but a packet of two or more newspapers is in no case chargeable with a higher rate than that chargeable for a half-penny packet, or a letter of same weight. Such a packet of newspapers, however, may not weigh above 5 pounds or exceed 2 feet in length or 1 foot in width or depth.

Printed matter other than registered newspapers (including all other periodical publications admitted to the second class in the United States), may be transmitted either by the half-penny package post or by the parcel post. In the former case the package may not exceed 2 ounces in weight, and the rate is  $\frac{1}{4}$ d. (1 cent) for 2 ounces. In the latter case there is a rate by the pound, beginning with 3d. (6 cents), for a parcel not exceeding 1 pound, and increasing at the rate of a penny for each additional pound.

In short, the method of dealing with the periodical problem is this:

1. The exceptional low rate is confined to newspapers absolutely.

2. It is not a true bulk rate, but is a rate on the individual copy, so modified, however, that within the limit of 2 ounces two or more newspapers may be mailed at the price of one— $\frac{1}{4}$ d. (1 cent). If several newspapers are inclosed in one package and weigh more than 2 ounces they pay practically letter postage at the rate of 1d. (2 cents) for the first 4 ounces, and  $\frac{1}{4}$ d. (1 cent) for each additional ounce, which makes the rate substantially  $\frac{1}{4}$ d. (1 cent) for each 2 ounces.

3. That a clear distinction is made between newspapers proper and other periodical publications, the latter being regarded simply in the light of printed matter.

4. The post-office claims no monopoly of the transmission of such matter, and the publishers are at liberty to choose the most advantageous method of transportation.

The question of the extension of the newspaper post to magazines and other periodicals has been raised in the United Kingdom and been dealt with in a carefully considered report by a Postage Rate Committee.

The proposed extension was rejected largely upon the grounds—

1. That once the limitation to newspapers being abandoned (there being an inherent impossibility of drawing a clear distinction between true periodicals of the magazine type and other publications periodically issued) the change would amount to a reduction of the general book post rate to the newspaper rate.

2. The extension of the newspaper rates to magazines and periodical publications (there being no clear difference in form between favored and excluded classes of books) would entail an enormous increase in the work of examination and cause considerable trouble and expense in all the sorting offices in the country. Upon the question of establishing any definite limitation upon the periodical post as distinct from the general book post the Postage Rate Committee reported as follows:

"The first claim for admission to a newspaper rate is in respect of monthly magazines, and it is probable that such magazines are mainly in the mind of the public when the question is under discussion. But a limitation to monthly publications alone would certainly not satisfy the publishing firms and their supporters; nor is there any reason in the nature of the contents, or of the interests affected, to justify such a

distinction. A quarterly issue is the minimum of frequency which has been suggested as a limit (this, it will have been noticed, is the limit in the United States), and the cheap post has been claimed as well for books in serial parts as for magazines proper. Further, amongst monthly publications are no less than 21 railway guides, including "Bradshaws," the ordinary issue of which weighs over 1 pound, and the special (Continental) issue over 1½ pounds. Railway guides are certainly news of a most important character, and it would be impossible to exclude them from any periodical post. Thus it will be seen that within the narrowest limits the suggested post must comprise far more than the ordinary magazine, which first arises to the mind in this connection.

"Messrs. Cassell alone are at the present moment issuing no less than 35 books in monthly parts and 4 books in weekly parts. At present no attempt is made to pass even the weekly books as newspapers, but it is certain that if the post were enlarged to include monthly publications, Messrs. Cassell, one of whose representatives is the most persistent advocate of the enlargement of the newspaper post, would insist upon the extension of the periodical post to the books they issue. And they would have good grounds for so doing, for it is difficult to say that a monthly magazine is of an inherently different character from a book issued in parts. Most of Messrs. Cassell's issues would seem to contain original matter, and a series of consecutive articles, say on "British battles on land and sea," or on the "History of England," are certainly as much entitled to transmission at the cheap rate as a series of articles on miscellaneous subjects, such as those constituting an ordinary magazine number. If, on the other hand, the issues are of standard works, then it is difficult to see on what ground a standard work in parts should be refused the means of transmission which are given to works of a similar character, but of no established value. But if books in monthly parts are allowed to pass through the post at a cheap rate, it would be most difficult to exclude genuine magazines which differ from other magazines only in appearing less frequently. How, for example, could the *Edinburg and Quarterly reviews* be excluded from the periodical post, when not only the *Nineteenth Century* and the *Contemporary*, but Messrs. Cassell's "British battles on land and sea," were enjoying the benefits of cheap transmission?

"Again, if the attempt be made to draw the line at quarterly publications, it would be very difficult to say why publications appearing less often than once a quarter, but essentially of the same character as many which are issued quarterly, should be excluded from the cheap post.

"For instance, among Departmental issues, the 'Post-Office Guide' appears quarterly, but the 'Admiralty tide table,' 'Ham's customs yearbook,' and 'Ham's inland revenue yearbook,' which probably contain information of a similar character in relation to those departments, are annuals. Among official lists in relation to the services and the professions 'Hart's quarterly army list and militia list' and the 'Navy list' appear quarterly, while the 'Clergy directory,' the 'Clergy list,' 'Crockford's clerical directory,' the 'Law list,' the 'India office list,' and four medical directories appear yearly. The 'India list' appears twice a year. Again, among journals of learned societies many appear quarterly, some—for example, that of the Iron and Steel Institute—appear two or three times a year, and many appear yearly. Why should the report of the British Association be excluded from a periodical post when the journal of the British Archaeological Association is admitted? Among directories, 'Boyle's court guide,' the 'Royal blue book,' and the 'Royal red book,' all appear twice a year, while most directories—among these may be mentioned 'Kelley's'—are annuals; Whitaker's almanack, an annual publication, is among the publications for which Mr. Arnold-Forster's scheme claimed the privilege. Railway guides, on the other hand, as we have noticed, are mostly monthly. The information contained in railway guides and directories is essentially of the same character, and there seems to be no reason why one should be admitted to the cheap post and the other excluded."

#### CANADA.

##### SECOND-CLASS MATTER.

##### *Newspapers and periodicals.*

33. This class includes (1) newspapers and periodicals printed and published in Canada and posted from the office of publication.

(2) British and United States or other foreign newspapers and periodicals and Canadian newspapers and periodicals posted by newsdealers to regular subscribers.

(3) Transient newspapers and periodicals.

34. The general rate on newspapers and periodicals printed and published in Canada, and issued not less frequently than once a month, mailed by the publishers in the post-office at the place where they are published, and addressed to regular subscribers, or to newsdealers, in Canada, the United Kingdom, the United States, Mexico, and certain British possessions (sec. 38), is a bulk rate of half a cent per pound.

35. It is provided, however, that where the distance in Canada which such newspapers and periodicals are required to be transmitted does not exceed 300 miles from the place of publication, and the newspapers and periodicals (the distance for the transmission of which is limited as aforesaid) are not to be delivered in Canada under the free letter carrier delivery system, the rate shall be reduced to a quarter of a cent per pound.

In order to avail themselves of this reduced rate publishers must separate their newspapers into two lots before sending them to the post-office, one lot to contain the papers which are to be delivered at places within the 300-mile limit not having a free-delivery system and the other those which are liable to the rate of half a cent a pound.

The places in Canada at which newspapers can not be delivered at the reduced rate of one-quarter of a cent are Victoria, Vancouver, Winnipeg, London, Brantford, Hamilton, Toronto, Kingston, Ottawa, Montreal, Quebec, St. John, Fredericton, and Halifax.

36. A further exception is made in favor of newspapers or periodicals published not more frequently than once a week, which may be sent free to regular subscribers residing within a circular area of 40 miles in diameter, the center of which must either be the place of publication or some point not more than 20 miles distant therefrom according to the choice of the publishers. Such papers may also be delivered free to subscribers at the office at which they have been posted, except in cities where the letter-carrier system is established. In the latter case ordinary transient newspaper rates are charged.

37. Any Canadian newspaper or periodical which claims to be entitled to statutory privilege must conform to the following statutory conditions, namely:

(a) "It must be known and recognized as a newspaper or periodical in the generally received sense of the word, and consist wholly or in great part of political or other news, or of articles relating thereto, or to other current topics, and be published regularly at intervals of not more than one month."

(b) "The full title, place, and date of publication, and the distinguishing number of the issue must be printed on the top of the first and every subsequent page, and also on any paper, print, lithograph, or engraving purporting to be a supplement to it, and sent with it."

(c) "It must be addressed to a bona fide subscriber or known newsdealer in Canada."

(d) "It must be delivered into the post-office under such regulations as the Postmaster-General may from time to time make for the purpose." (See sec. 50 below.)

38. By agreement with the postal administrations of the United Kingdom and the following British possessions: Bahamas, Barbados, Bermuda, British Guiana, British Honduras, British North Borneo, Ceylon, Cyprus, Falkland Islands, Fiji, Gambia, Gibraltar, Hongkong, Jamaica, Leeward Islands, Malta, Mauritius, Newfoundland, New Zealand, Northern Nigeria, Sarawak, Seychelles, Sierra Leone, Southern Nigeria, Transvaal, Trinidad and Tobago, Turk's Islands and Zanzibar, the same rate of prepayment which applies to Canadian newspapers and periodicals addressed to subscribers or newsdealers in Canada, and to sample copies and transient newspapers and periodicals, applies also to Canadian papers similarly sent to those countries.

A similar agreement has been in existence for a number of years with the postal administration of the United States, and has lately been entered into with the postal administration of Mexico, with this difference, that British and foreign (as well as Canadian) newspapers and periodicals can be sent to the United States or to Mexico at the same rates of prepayment as applied to such papers when posted for delivery within Canada.

39. In order to prevent difficulty in regard to the delivery at offices of destination in the United Kingdom, Mexico, or the British colonies, of Canadian newspapers and periodicals posted by publishers and news dealers in Canada which do not bear postage stamps, postmasters are instructed to stamp all such matter in future with the "postage paid" stamp issued by the department for that purpose.

40. The post-office act also declares that: "The postmaster-general shall have power to decide whether any publication is or is not a newspaper or periodical within the meaning and intent of the act, and whether the requirements thereof have or have not been complied with in respect of it." The postmaster-general has further power to make any regulation he may deem necessary to give full effect to the provisions of the statute or to prevent evasions thereof.

41. Before any newspaper or other publication not heretofore recognized by the department as a newspaper or periodical within the meaning of the act can pass by post under the provisions thereof, a copy must be submitted to the postmaster-general for his examination and for his decision on its claim under the statute. Any postmaster allowing a paper to pass at the reduced statutory rate of half a cent or quarter of a cent per pound, as the case may be, which has not been authorized by the department to pass at that rate, will be held liable for the postage thereon at the rate of 1 cent per 2 ounces to each separate address.

42. The numbers of such newspapers and periodicals printed and published in Canada as are admitted to pass by post from the office of publication, either to regular subscribers or as sample copies, under statutory privileges may contain folded therein—

(a) *Supplements.*—It being understood that a supplement for this purpose is to consist of matter not inserted in the number in which it is folded for want of space in that number, and that it is properly in its contents a part thereof, and is not meant for another distinct and separate object or use. A supplement should bear even date with the number to which it belongs. Maps, diagrams, illustrations, etc., which form a necessary part of a publication as illustrating reading matter, are admissible thereto, either loose or attached, as a part of the publication itself without the words "Supplement to," but not more than one of such inclosures will be permitted in any one copy of a publication. Matter printed elsewhere than at the office of publication, to be used as supplements to various newspapers for the purpose of securing circulation to advertisements of private business, can not be used as supplements, though containing literary matter.

(b) The accounts and receipts sent from the office of publication to the subscribers, also printed circulars soliciting subscriptions—which must be brief and of the most simple character—and printed envelopes addressed to the publishing office. Printed circulars permitted to pass as inclosures under the preceding paragraph must be confined to a bare invitation to subscribe or to renew subscription to the paper. No reference to the features of the paper nor to premiums will be permitted.

The accounts and receipts must be in such form as to convey no other information than the name, place of publication, subscription price of the publication to which they refer, and the subscription due thereon.

43. The publishers of newspapers printed and published in Canada and transmitted by post, under the provisions of the post-office act, as amended by 61 Victoria, chapter 20, may inclose with the folds of such newspapers as are addressed to subscribers or news dealers, chromos, lithographs, prints, or engravings, and have the papers containing such inclosures transmitted by post at the rate of 1 cent per pound (prepaid) on the following conditions:

(a) Each newspaper may contain not more than one such inclosure;

(b) The papers with the inclosures mentioned must be issued from the office of publication of the newspaper;

(c) At the time when such papers as aforesaid, containing such inclosures, are tendered to the post-office for conveyance by post, the publisher must in writing notify the postmaster of the office at which they are so tendered, of their containing such inclosures, and, if he fails to give such written notice, the rate of postage on said papers containing such inclosures will be 1 cent for each 2 ounces or fraction thereof.

44. No inclosures, other than those above specified, are to be allowed in Canadian newspapers and periodicals passing to subscribers under statutory conditions, and postmasters are to warn publishers posting at their respective offices that if the newspapers or periodicals they post for subscribers contain as inclosures ordinary business handbills, notices, advertisement sheets, or pamphlets not properly coming under the head of supplements as above defined, or any other matter not permitted by these regulations, they will be required to pay postage on the same by postage stamp at the rate of 1 cent per 2 ounces. A supplement must not be printed in such a form as to resemble a handbill and its contents must be in the nature of news essential to, but crowded out of, the regular issue. All advertisements in periodicals must be permanently attached thereto by binding, stitching, pasting, or otherwise, and the sheets containing the same must be of the same size as the pages of the publication—advertisements printed on sheets exceeding in size the regular pages are inadmissible, though folded to the size of the regular pages.

45. Postmasters are required to examine the newspapers, etc., posted from newspaper offices in order to see that the regulations in regard to inclosures are not being violated or evaded.

46. British and United States or other foreign newspapers and periodicals as well as Canadian publications recognized as second-class matter may be posted by news dealers for transmission by mail to subscribers in Canada, the United States, or Mexico

at the rate of 1 cent per pound bulk weight. Specimen copies of British and Canadian periodicals may be sent out by news dealers at the same rate. Each article so posted must be stamped "Prepaid in bulk by news dealers." Such newspapers and periodicals will not, however, be accepted at that rate for local delivery in places where a free-letter carrier service has been established. The ordinary transient newspaper rate applies in such a case. All matter so sent shall be subject to the regulations relating to the posting of second-class matter and specimen copies of Canadian periodicals.

47. Newspapers and periodicals sent out by news dealers are in all cases liable to postage and must be separately prepaid by postage stamps (with the sole exception noted above in sec. 46), and if posted unpaid, are to be sent to the dead-letter office.

48. Unsold copies of newspapers are periodical publications returned by news dealers to the publishers are liable to the 1 cent per 4 ounces rate of postage.

49. Newspapers and periodicals, publications printed and published in Canada, issued less frequently than once a month, addressed to regular subscribers and news dealers are liable to a rate of 1 cent per pound or fraction thereof.

50. Printers and publishers should send their papers to the post-office put up in a manner to admit of their being readily assorted for mailing, and, if necessary, withdrawn from their covers for examination. The newspapers for each post-office of destination should be made up in strong paper, in a separate parcel, which should be plainly addressed.

51. When the numbers of a newspaper or periodical sent from an office of publication in Canada have remained in a post-office in Canada uncalled for during four weeks, the postmaster will notify the respective publishers on the proper form (which form passes free of postage), but will not return the papers. If the newspaper continues to arrive after the notice has been sent, the postmaster will notify the publisher in the same way a second time, specially calling his attention to the first notice given. When a newspaper has been refused by the party to whom addressed, the publisher should be immediately notified and a second notice should be sent if the paper is not at once stopped.

52. If a newspaper is refused by a person who says he is not a subscriber and if, after the publisher has been notified twice in the usual way, the paper continues to be sent, the matter should be reported to the Department.

53. The Department finds that an impression is prevalent among publishers of newspapers throughout the country that when a person has once subscribed for a paper he should continue to be regarded as a subscriber and to be charged for the paper until he has definitely notified the publisher to cease sending it and has paid the subscription price in full for the whole period during which the paper has been sent to him. Postmasters are informed that this impression is erroneous and that the subscription to a newspaper does not involve any such obligation as is suggested.

From the post-office standpoint a person ceases to be subscriber to a newspaper or periodical when he refuses to take it out of the post-office. In such cases it is the duty of the postmaster to notify the publishers as required in the regulations in sections 51 and 52.

54. If a publisher continues to send papers after being notified of their refusal by the addressee, the papers will not be accepted for transmission at the rate of postage applicable to those addressed to subscribers but will be regarded as transient newspapers and charged for at the rate of 1 cent per 4 ounces or fraction thereof.

55. Specimen or sample copies of newspapers and periodicals from the office of publication are liable to a rate of 1 cent per pound or fraction thereof, and all specimen copies must be stamped or marked by the publishers "sample copy." After sample copies have been admitted to the mails the presence upon them of the mark or stamp above indicated will be accepted by all postmasters through whose hands they may pass as evidence that the necessary postage has been paid at the office of posting.

56. Specimen copies entitled to pass at the 1 cent per pound rate are those sent out with a view to making the paper known, and securing additional subscribers; and the number of such copies should not exceed one-third of the number sent by mail to regular subscribers. Whenever the number of sample copies posted by a journal with but a limited subscription list is relatively very large, there is always ground for inquiry as to whether the paper is not being used as a handbill to advertise some particular business or institution in which the publishers are interested. In such a case the copies sent out should be prepaid at the ordinary transient newspaper rate, and postmasters are requested to see that the regulations are not evaded in this respect. Copies containing a particular advertisement sent to names furnished, or to a district of country indicated, by the party or parties interested in such advertisement, are not entitled to pass as sample copies.

57. When papers, not sample copies, are received for delivery, bearing no indications of prepayment, addressed to persons who are not subscribers, the attention of the Department should be called to the matter, and the name of the paper given.

58. Copies of newspapers sent to advertisers in connection with the publication of their advertisements, and copies sent to addresses furnished by advertisers, or to persons whose subscriptions have been paid in whole or in part by interested parties, or marked copies, can not be considered as addressed to subscribers, or as specimen copies, but are liable as transient newspapers to postage at the rate of 1 cent per 4 ounces to each separate address.

59. When a publisher, not being satisfied with the rulings of a postmaster as to the charges which the latter claims to be due on the publications submitted, desires to appeal therefrom to the Postmaster-General, he must make a deposit at the rate claimed by the postmaster for the issue posted, of which the excess over second-class rates will be refunded, if the Department decides the matter to be mailable at said rates.

60. On all newspapers and periodicals posted in Canada, other than those addressed from the office of publication to regular subscribers or news dealers in the Dominion, or in the countries mentioned in section 38, page x, or sent out as sample copies, the rate will be 1 cent per 4 ounces, to each separate address, which must be prepaid by postage stamp.

61. A single copy of a recognized newspaper or periodical weighing less than 1 ounce may be posted at a postage rate of one-half cent, which shall in all cases be prepaid by postage stamp affixed thereto.

62. Insufficiently paid newspapers and periodicals may be forwarded to address (if within Canada) charged with double the deficient postage, provided at least 1 cent has been prepaid.

63. Although provision is made for forwarding newspapers through the post, it is not compulsory on anyone to employ this mode of transmission; everything except letters and circulars may be sent in any other way.

64. Postmasters are strictly forbidden to read newspapers passing through their offices addressed to other persons, or to allow them to be read by third parties.

65. In posting newspaper packets the following conditions must be observed:

(a) The cover, if it has one, must be open at both ends, and must admit of the withdrawal of the paper for the purpose of examination.

(b) The packet must not contain any inclosure liable to a higher rate. The penalty for any attempted fraud in connection with inclosures or writing in newspapers, etc., is a fine of not less than \$10 nor more than \$40.

(c) It must have no writing thereon but the name and address of the person to whom sent and, if desired, the name or initials of the sender.

(d) Objection is not made, however, to simple marks calling the attention of the party addressed to any particular paragraph or advertisement, provided that such marks are not of the nature of a letter.

66. Transient newspapers contravening the above regulations are sent to the dead-letter office by first post.

67. Transient newspapers posted at an office for delivery therefrom are liable to the same rate as if addressed to another office. (Postal Laws and Regulations of Canada, 1906, pp. 9-14.)

## COMMONWEALTH OF AUSTRALIA.

## STATE OF NEW SOUTH WALES.

[Commonwealth of Australia, State of New South Wales, Post and Telegraph Guide, April, 1906.]

For the purpose of comparative study of the postal system of Australia it has been thought sufficient to take for illustration the regulations of the State of New South Wales.

In New South Wales mailable matter is classified as follows:

	New South Wales, Lord Howe, and Norfolk Islands.		Other Australian States, New Zealand, Fiji, and British New Guinea.
	City and suburbs and places mentioned on pages 209-212.	Country.	
Letters.....	Every $\frac{1}{2}$ oz. or fraction thereof.....1d.	Every $\frac{1}{2}$ oz. or fraction thereof.....2d.	Every $\frac{1}{2}$ oz. or fraction thereof.....2d.
Letter cards.....	Each.....1d.	Each.....1d.	Each.....1d.
Post cards:			
Single.....	Each.....1d.	Each.....1d.	Each.....1d.
Reply.....	Each.....2d.	Each.....2d.	Each.....2d.

## SECOND-CLASS MAIL MATTER.

	New South Wales, Lord Howe, and Norfolk Islands.	Other Australian States, New Zealand, Fiji, and British New Guinea.
Commercial papers.....	Every 2 oz. or fraction thereof.....1d.	Every 2 oz. or fraction thereof.....1d.
Merchandise.....	Every 2 oz. or fraction thereof.....1d.	Every 2 oz. or fraction thereof.....1d.
Patterns and samples.....	Every 2 oz. or fraction thereof.....1d.	Every 2 oz. or fraction thereof.....1d.
Printed papers.....	Not exceeding 2 oz.....½d. Exceeding 2 oz. but not exceeding 4 oz.....1d. Every additional 4 oz. or fraction thereof.....1d.	Every 2 oz. or fraction thereof.....1d.
Books.....	Not exceeding 2 oz.....½d. Exceeding 2 oz. but not exceeding 4 oz.....1d. Every additional 4 oz. or fraction of 4 oz.....1d.	Every 4 oz. or fraction thereof.....1d.
Magazines.....	Not exceeding 2 oz.....½d. Exceeding 2 oz. but not exceeding 8 oz.....1d. Every additional 4 oz.....½d.	Not exceeding 8 oz.....1d. Every 4 oz. or fraction thereof.....1d. Every additional 4 oz. or fraction thereof.....½d.

	New South Wales, Lord Howe, and Norfolk Islands.	Other Australian States and British New Guinea.	New Zealand and Fiji.
Newspapers: -(Printed and published within the Commonwealth for sale). (I) Posted by registered newspaper proprietors, or by news vendors, or returned by an agent or news vendor to the publishing office.  (II) Newspapers other than those posted by registered newspaper proprietors, or news vendors, or returned by an agent or news vendor to the publishing office. (Portions or cuttings are charged "Printed papers" rates of postage. Newspapers printed or published outside the Commonwealth, when posted in New South Wales, are subject to magazine rates of postage.) Supplements for newspapers printed in New South Wales. Fee for registration..... Acknowledgment of delivery of a registered article..... Inquiry respecting delivery of a registered article..... Parcels.....	Without condition as to number in each addressed wrapper. Every 20 oz. or fraction thereof on the aggregate weight of newspapers so posted by any one person at the same time.....1d.  For each newspaper: Every 10 oz. or fraction thereof.....½d.  Every lb. or fraction thereof.....1d. Each article.....3d. Each.....2½d. Each.....2½d. Not exceeding 1 lb.....6d. Every additional lb. or fraction thereof.....3d.	Each article.....3d. Each.....2½d. Each.....2½d. Not exceeding 1 lb.....6d. Every additional lb. or fraction thereof.....3d.	Parcels containing not less than 4 newspapers of the same issue: Every lb. or fraction thereof; on the aggregate weight of the parcels posted at the same time.....1d. For each newspaper: Every 10 oz. or fraction thereof.....½d.
Certificate of posting of a parcel or a number of parcels at the same time. Acknowledgment of delivery of a parcel.....	.....Free. Each.....2d.	.....Free. Each.....2d.	.....Free. Each.....2d.

## NEWSPAPERS—DEFINITION OF NEWSPAPER AND SUPPLEMENT.

A newspaper shall mean any publication known and recognized as a newspaper in the generally accepted sense of the word and printed and published within the Commonwealth for sale, if (a) it consists in substantial part of news and articles relating to current topics, or of a religious, technical, or practical information, and (b) it is published in numbers at intervals of not more than one month; and (c) the full title and date of publication are printed at the top of the first page, and the whole or part of the title and the date of publication are printed at the top of every subsequent page.

A publication printed on paper and issued as a supplement to a newspaper shall be deemed to be a supplement and to be part of the newspaper, if (a) it consists in substantial part of reading matter other than advertisements, or of engravings, prints, lithographs, or colored supplements, and (b) it is inclosed in each posted copy of the newspaper with which it is issued, and (c) it has the title of the newspaper with which it is issued printed on the top of each page of letter-press, and (d) it is not of a size or form which makes it inconvenient for carriage or delivery by post.

NOTE.—Newspapers not printed and published within the Commonwealth must bear magazine rate of postage.

## REGISTRATION OF NEWSPAPERS—REMOVAL FROM REGISTER.

1. The proprietor, printer, or publisher of any newspaper, as defined by section 28 of the post and telegraph act, 1901, may register it at the general post-office of any State, subject to the following conditions:

- (a) The application for registration must be made in writing.
- (b) It must contain a description of the newspaper to be registered, and show at what intervals the same is or is intended to be published.
- (c) It must be accompanied by a copy of the newspaper to be registered and a fee of 5s.

The deputy postmaster-general of such State may from time to time, subject to appeals as hereinafter mentioned, revise the register, and may call upon the proprietor, printer, or publisher of any publication a posted copy of which contains indecent or obscene matter, or which by reason of the proportion of advertisements to other matter therein, or for any other reason is not within the foregoing definition, to show cause why such publication should not be removed from the register, and sufficient cause be not shown he may remove it accordingly, and any publication for the time being on the register shall be deemed a registered newspaper.

Publishers of newspapers registered in this State are required to print on the first page of each copy issued the words "Registered at the general post-office, Sydney, for transmission by post as a newspaper."

2. No publication tendered for transmission at any post-office in the commonwealth shall be sent by post as a newspaper unless the foregoing provisions have been complied with.

3. Any proposed change in the form of a newspaper must be submitted for the consideration of the deputy postmaster-general. (Note.—The change in the name of a newspaper does not necessarily involve payment of a fresh registration fee.)

4. Any deputy postmaster-general may refuse to transmit or deliver any issue of a publication if such issue contains indecent or obscene matter.

5. Any posted newspaper found to contain indecent or obscene matter may be destroyed by order of the postmaster-general.

6. No action shall be brought against the postmaster-general or any officer of the department for anything done or purporting to be done under the foregoing provisions, but any person aggrieved by anything so done, or purporting to be so done by the postmaster-general, or a deputy postmaster-general, may appeal to a justice of the high court, or to a judge of the supreme court of the State, by summons or petition, in a summary manner. The justice or judge may decide whether the action taken was justified in law or in fact, and may make such order as to restoration to the register or otherwise as to him may seem just, and may award damages and costs, or either, in his discretion.

## CONSEQUENCE OF IRREGULARITY.

All unregistered or irregularly posted newspapers, and all newspapers having any matter which is not a supplement accompanying them, shall be treated as packets.



## GENERAL REGULATIONS.

1. A newspaper may be sent either with or without a cover, but must be open at both ends,<sup>a</sup> and there shall not be in or upon any such newspaper or the cover thereof any communication, character, figure, letter, or number (other than the words "newspaper only;" or a line drawn through any report, article, or paragraph therein; the printed title of such newspaper, the printed names, occupations, and places of business of the printer, publisher, and vender thereof, the name, occupation, and address of the person to whom it is sent, and the name of the person who sends the same), nor shall anything other than a supplement be inclosed in, or with, or accompany such newspaper or cover, otherwise such newspaper shall not be transmitted or delivered.

2. Provided always that any newspaper bearing on the cover or outside of the fold any printed matter not permitted for newspapers may be transmitted at the rate charged for "printed papers."

3. If a newspaper posted at any place within the commonwealth be found by an officer of the department to contain writing or any illegal inclosure it must be forwarded by him with a report of the circumstances to the deputy postmaster-general, but any such newspaper posted at a place beyond the commonwealth shall be sent to the dead-letter office.

4. Newspapers, except those forwarded in bulk, addressed to several persons, to be delivered separately at each address, must not be tied up in bundles, and each newspaper must bear the proper postage.

5. Two or more newspapers to the same address can be tied together, but the outside newspaper or wrapper must bear on its face or addressed side the full postage for each paper, and the parcel should be tied so that the number of papers can be counted.

6. Newspapers (not being those forwarded in bulk) made up in packets bearing the same address can be transmitted at printed paper rate of postage, but the weight of any such packet must not exceed 5 pounds.

7. Collected numbers of a newspaper shall not be transmitted through the post as a single newspaper, but postage must be paid on each copy contained therein.

Bulk packages of newspapers for places within New South Wales or the other Australian States are only forwarded at the rate of 1d. per 20 ounces if posted by a registered newspaper publisher or any news vender, charge to be levied on the aggregate weight of the parcels lodged at any one time without condition as to the number contained in each addressed wrapper. The stamps to be affixed to the "newspaper postage" docket, when such dockets are used, are to be canceled by the person posting the newspapers, who must write his name or initials across the stamps in the presence of the post-office receiving officer. The parcels should be stamped at the receiving office with the "Paid at" stamp.<sup>b</sup>

If newspapers be posted wholly unpaid they shall not be forwarded; if insufficiently prepaid they will be sent to destination charged with double the deficiency.

When, owing to a great influx of newspapers, the transmission or delivery of letters would be delayed if the whole mail were dealt with without distinction, newspapers may be kept back until a later dispatch or delivery.

Posters or contents bills relating to the various issues, if properly addressed and bearing the requisite postage, may be secured to bundles of newspapers. (Commonwealth of Australia, State of New South Wales, Post and Telegraph Guide, April, 1906. pp. 220-221.)

## POSTAL REGULATIONS OF THE REPUBLIC OF FRANCE.

TITLE I.—*Bulletin of statistics, December, 1893.*Decree concerning the articles mailed at reduced rates.<sup>c</sup>

(Page 147.)

The minister of commerce, of industry, and the colonies:

In consideration of article 6 of the law of June, 25, 1856, concerning the conditions imposed for the dispatch of articles admitted at reduced rates;

In consideration of article 10 of the same law, which is as follows:

"The minister of finance shall determine by decree the method of wrapping, the

<sup>a</sup> Envelopes closed at one end and folded in at the other end must not be used for transmitting newspapers through the post.

<sup>b</sup> The weight of bulk packages of newspapers for places in New Zealand is limited to 20 pounds each.

<sup>c</sup> Decree inserted in the Official Journal of December 7, 1893.

maximum of weight, and the dimension of packages delivered to the postal service as well as the periods in which their transportation and their distribution shall be effected, either at the domicile or at the post-offices.

"He may authorize the entry, on certain classes of printed matter, of words or figures written by hand, other than the date and signature."

In consideration of article 9 of the law of June 4, 1859, concerning the transportation of declared values;

In consideration of article 1 of the law of May 2, 1861, concerning the exemption from postal charges of supplements devoted to the publication of the legislative debates;

In consideration of article 5 of the law of the press of May 11, 1868;

In consideration of article 7 of the law of August 24, 1871, and the articles 6 and 8 of the law of August 3, 1879, concerning the postage on samples of merchandise with or without printed matter, and of corrected proof, and of commercial or business papers;

In consideration of the law of January 25, 1873, relative to the conditions for the dispatch of registered articles;

In consideration of articles 3 and 7 and article 10 of the law of April 6, 1878, on postal reform.

In consideration of the law of the press of July 29, 1881.

In consideration of article 14 of the law of July 8, 1882, relative to the conditions imposed for the dispatch of newspapers under reduced rates.

In consideration of the decree of January 5, 1889, attaching the service of posts and telegraphs to the ministry of commerce and industry.

In consideration of the decrees of January 20, 1885; January 22, February 3, March 19, 1886; May 12, 1887; July 21, 1890; October 6, 1891, and February 20, 1893.

In consideration of the ministerial decisions of November 16, 1885; March 23, April 9, May 19, June 19, 1886, and January 21, 1887.

In consideration of the decrees of the court of cassation of July 14, 1870, and October 2, 1873.

In consideration of the opinion of the state council of the 19th of January, 1881, concerning the establishment of the places of publication of newspapers.

#### DECREES.

#### TITLE I.—*Newspapers and periodical publications.*

ARTICLE I. Shall be considered as periodicals and admitted as such to the benefits of the tariff fixed by articles 3, 4, and 5 of the law of April 6, 1878, newspapers, magazines, annals, memoirs and bulletins published at least once a quarter, the publication of which is not limited; these publications must bear legibly printed thereon the period of their publication, whether daily, weekly, monthly, or otherwise.

Are subject to the rates for ordinary printed matter.

The works given out by numbers the publication of which covers a definitely determined period of time.

Serials, literary articles and other so-called miscellanies, detached from publications of which they originally formed a part, volumes bound or unbound composed of numbers of a newspaper or periodical publication covering a period of at least one month for dailies and at least three months for other publications.

2. When a newspaper is printed at a place different from the seat of its editorial bureau, the locality where the seat of the editorial bureau is shall be considered as the locality of the publication as regards the application of postage rates.

3. Any detached sheet shall be considered as a supplement if it bears printed thereon the indication that it is a supplement with the title and date or number of the sheet to which it pertains, forming with that one single copy.

Any supplement which does not comply with the conditions imposed by article 5 of the law of April 6, 1878, and can therefore not be exempt from charges, shall be weighed together with the principal sheet, and postage shall be collected on the total weight.

4. Supplements dispatched singly are to be considered as a separate number of a publication and rated accordingly.

5. Any sheet containing several newspapers or periodical publications of different titles, or containing several numbers of different dates, shall pay the postage rate which would be applicable to each number if it were mailed singly.

The postage rate shall be paid on each copy or number of a newspaper or periodical publication as many times as that copy or number is again mailed in the postal service.

6. Official reports or legislative debates shall be dispatched free of postage to editors of newspapers in the departments, and these editors may re-forward them to their subscribers free of postage provided they are transmitted with their journal. If mailed separately, these reports are subject to the ordinary rates of postage for periodical publications.

7. Shall be admitted at the rate of postage for periodical publications within the limits of the territory of the Republic:

(1) Newspapers and periodical publications containing simple marks made by hand intended to designate a word or a passage of the text.

(2) Newspapers on which are entered remarks or criticisms concerning a particular article, and not having the character of personal correspondence for the individual to whom the journal is addressed.

(3) Newspapers or periodical publications dispatched by the publishers and bearing the indication entered by hand, or with a rubber stamp, or any analogous method, either on the newspapers or on the wrappers, that the article is sent gratis, or as an exchange, or as a specimen, or analogous indications; also newspapers or periodical publications sent by the editors and bearing printed on the wrapper information with regard to the service of the paper, or the subscriptions thereto, not having the character of personal correspondence.

(4) Newspapers wherein a portion of the text devoted to prices current and to market rates is left blank and completed by figures or by words not having the character of personal correspondence.

(5) Newspapers to which are attached samples of goods, or of paper colored or not colored, serving as a scientific demonstration, such as, for instance, the explanation of a process in dyeing or manufacture.

(8) Newspapers shall be sent under band which shall not cover more than one-third of their surface, or shall be fastened by a simple turn or crossing of cord; in the latter case the address shall be written very plainly on the outer margin of the newspaper, and the cords shall be so disposed as to be easily unfastened in order to permit of the examination of the articles mailed.

Illustrated journals and artistic publications may, in case of necessity be placed in a wrapper intended to protect them; but such wrapper shall remain open at the two ends and be so disposed that the examination of its contents can be easily effected.

9. Publishers of newspapers may be authorized to deposit copies of their publications at the latest limit of time, either at the stationary post-office, or the ambulatory post-office, or all the railway stations, provided that such copies are already prepaid and also provided that the publishers comply with the conditions of mailing and assortment imposed by the administration.

Applications for permits shall be addressed in Paris to the director of posts and telegraphs, and in the departments to the directors.

10. The wrappers of newspapers which the publishers have been authorized to mail at the latest limit of time shall be presented at the post-office in the morning of the day prior to the day on which they are to be dispatched. These wrappers shall be divided by categories according to the rate of postage due, and in packages of not more than one hundred; each one shall bear the printed title of the newspaper and the address, printed or manuscript, without erasure or alteration.

When one wrapper is to contain several copies, the number of copies shall be entered in figures by the publisher in the upper left-hand corner of the wrapper.

11. Each delivery of wrappers shall be accompanied by an invoice stating the destination of the papers (France or abroad), the number of wrappers to be prepaid, and the amount of postage to be paid.

This invoice, signed by the editor or his representative, and certified as correct by the postmaster, is stamped with the post-marking stamp of the day on which it is filed and is preserved at the post-office. Erasures, alterations, or corrections made on these invoices must be approved by the publisher or his representative, and by the postmaster.

12. The postage due on the wrappers thus prepaid in advance is collected in coin for copies to be sent singly within the country, and in postage stamps for copies to be sent several under one wrapper, as well as for those destined for foreign countries or the colonies.

Publishers may also employ for the prepayment of newspapers to be dispatched at the latest limit of time, stamped wrappers sold by the postal administration, or wrappers of private manufacture stamped in conformity with the provisions of the ministerial decree of September 8, 1882.

The wrappers prepaid by means of postage stamps and the stamped wrappers shall be presented at the post-office at the same time as the wrappers to be prepaid in coin, but in separate packages (France or abroad). They shall be entered in the invoice referred to in the preceding articles in columns prepared for the purpose.

The postage stamps shall be affixed by the postmaster, and whenever newspapers mailed for delivery within the country are contained under one wrapper, and under the rates charged would be chargeable with 1 demi-centime, the collection shall be entered on the wrapper by the words "Plus 1 demi-centime." Such entry shall be

made either by hand or by a rubber stamp; the sum total of demi-centimes thus collected and not represented by postage stamps is entered separately by the postmaster on the invoice.

The postage stamps are canceled by the application of an ordinary post-marking stamp.

13. When the newspapers to be mailed at the latest limit of time are accompanied by supplements which are not exempt from postage under article 5 of the law of April 6, 1878, the postage is collected at the same time with that due on the principal sheet. The stamp affixed in advance is evidence of the total collection.

The invoice shall only mention that the newspapers contain a supplement.

14. Newspapers mailed under wrappers prepaid in advance are not mailable if the original address on the wrappers has been canceled and a new address entered.

15. The postage collected on any wrappers which are unused will be refunded to the publishers on application therefor. Such wrappers are filed with the invoices and the amount is deducted from the sum to be paid.

16. Printed matter, which is not of a periodical character, but which is inserted in newspapers, is liable to a separate rate of postage and shall be chargeable under the tariff provided for by article 6 of the law of April 6, 1878. The postage on such printed matter is added to that due on the newspaper, and the entire amount is payable either in coin or in postage stamps affixed to the wrapper covering the two articles.

Publishers are permitted to insert ordinary printed matter in newspapers, postage on which is paid in advance on the wrappers and which are mailed at the latest limit of time, provided the postage due on such article is paid in advance, whether in coin or in postage stamps. In such case the collection of postage due is witnessed by the mailing office by affixing the postage stamps or canceling the same, as the case may be, on the upper right-hand corner of the printed matter.

#### ANNUAIRE OF THE POSTAL AND TELEGRAPHIC ADMINISTRATION OF FRANCE FOR 1906.

[Extract.]

The law of December 21, 1897, fixes, in addition to the postage charge, a flat rate of 10 centimes on each article admitted at the reduced rate. (See on this subject page 5, under the heading Registered articles, domestic service.)

*First category.*—Newspapers, magazines, annals, memoirs, and periodical bulletins published at least once a quarter and dealing with political or nonpolitical subjects.

Periodical publications in general in order to enjoy the reduced rate must bear, plainly noted thereon the period of their publication—whether daily, weekly, monthly or otherwise—and must be forwarded under band, in open envelope, or under a crossed thread without band; they must also bear the address of the addressee plainly written on the outer margin of the paper, must be prepaid by the sender, and must be deposited at the wickets of the post-office.

They must contain no notation having the character of personal correspondence, but may be marked by hand with lines intended to designate a word or a passage of the text to which it is desired to call attention; they may also contain annotations or criticisms which have not the character of personal correspondence, but which refer to the article on which they are noted. (Ministerial decree of October 9, 1875, and order of November 25, 1893.) When papers forwarded under a crossed thread without band are prepaid by means of postage stamps, the stamp must always be affixed on the address side. The thread must be so fastened that it can be easily undone. Editors may add on periodical publications, either by hand, by rubber stamp, or any other method, notes showing that the article is sent free of charge, as an exchange, as a specimen, or other analogous expressions. They may also complete by figures or by words without the character of personal correspondence such papers as have a portion of the text left blank for the insertion of prices current or market rates. The bands under which newspapers or periodical publications are forwarded by the publishers may bear the printed notice relative to the period of service of the journal and of subscription rates, without any character of personal correspondence. (Ministerial decisions of May 11, 1876, and December 5, 1876.) Private individuals may enter their name and their address on the band or wrapper of newspapers which they forward. The postage on these articles is collected on each copy mailed, according to the respective weight, even though they be mailed under one wrapper. The rate for newspapers, magazines, annals, memoirs, and periodical bulletins published at least once a quarter and dealing with political or nonpolitical subjects is fixed at 2 centimes for each article not exceeding 50 grams. Above 50 grams the rate is increased 1 centime per 25 grams or fraction of 25 grams. No package of newspapers may exceed 3 kilograms in weight.

However, when newspapers or periodical publications circulate in the Department in which they are published, or in a contiguous Department, the rate charged is only one-half of the price fixed above. (Law of finance of April 16, 1895.)

The place of publication of a newspaper is that at which it is actually printed and not the place where the editorial bureaus are situated. Whenever, by special circumstances, a supplement is not printed in the same place as the journal with which it is to be mailed, postage is collected at the place at which the principal sheet is published, supplements being considered simply as annexes constituting only a single copy, considered together with the principal sheet. (Ministerial decree of March 22, 1896.)

Supplements are sheets detached from the newspaper, but of the same form; they must be dedicated at least for one-half of the matter printed therein either to the publication of debates in the legislative chambers, or the insertion of a summary of drafts of bills to be passed, or reports of commissions, new laws, official documents, publications from the tribunals, whether official or not, market reports, exchange reports; they may also be devoted to the publication of serial numbers of novels, short stories, artistic illustrations, or other subjects of the same nature. They must briefly constitute an addition to the original publication caused by the surplus of material to be published, or must complete, comment, or illustrate the text of the original publication. Supplements are not subject to any additional rate for circulation in the national or colonial territory. However, prospectuses, catalogues, almanacs, and other articles separately wrapped in the newspapers or magazines, or published separately under the title of a newspaper or magazine, are not to be considered as supplements nor as periodical publications, and may not benefit by the reduced rates applicable thereto. Such articles separately wrapped are subject to the ordinary rate for printed matter. (See p. 10.) However, advertisements wrapped and connected by means of a ribbon or cord with a review or periodical publication are available at the rates applicable to this category, provided they are within the limits of the ordinary size of publication. Supplements nailed separately are considered as a separate number of the publication, and are rated accordingly. Official reports or legislative debates may be mailed without charge to the editors of journals in the departments; the latter may be remailed by them without charge to their subscribers, provided they are mailed with their own papers. If forwarded separately these reports are considered as political publications and subject to the same rate of postage.

*Schedule of rates of newspapers, magazines, annals, memoirs, and periodical bulletins, dealing with political subjects, or nonpolitical, and published not less than once a quarter.*

Weight.	Price per copy.	
	Forwarded outside the department where the publication takes place or contiguous departments.	Forwarded within the department of publication or contiguous departments.
	Centimes.	Centimes.
Up to 50 grams.....	2	1
From 50 to 75 grams, inclusive.....	3	1½
From 75 to 100 grams, inclusive.....	4	2
From 100 to 125 grams, inclusive.....	5	2½
From 125 to 150 grams, inclusive.....	6	3
From 150 to 175 grams, inclusive.....	7	3½
From 175 to 200 grams, inclusive.....	8	4
From 200 to 225 grams, inclusive.....	9	4½

For every additional 25 grams or fraction of 25 grams, add 1 centime for delivery outside of department of publication. If within department of publication, add one-half centime.

NOTE.—Whenever a single copy is forwarded, 1 centime is collected each time that a half centime is due. If the papers are mailed in a considerable number by one person, fractions of a centime are added together in such a manner that 1 centime is charged for a demi-centime, only on the total cost of postage for all the copies.

## POSTAL MANUAL.

[Ad. Fraud.]

1530. Extract from the law on the liberty of the press, of July 29, 1881:

"ART. 6. Every newspaper or periodical publication shall have an editor.

"ART. 7. Before the publication of any newspaper or periodical publication a declaration shall be made at the office of the attorney of the Republic, containing: (1) The title of the newspaper or periodical publication and its mode of publication; (2) the name and residence of the editor; (3) the name of the printing office where it will be printed.

"ART. 11. The name of the editor shall be printed at the foot of each copy, on penalty against the printer, of a fine of 16 to 100 francs for each number published in contravention of the provisions of this article." (See the legislation of the general instructions, B. m., No. 23 of 1884.)

1531. Provisions as to periodicity of publication.—What is understood by newspaper or periodical publication:

To be considered as a periodical a publication must be published at least once a quarter (law of April 6, 1878, article 3), and there must be no limitation on the continuance of its publication. (Decree of January 20, 1885, article 1, B. m., of January, 1885, and article 224 of the general instructions.)

According to the opinion of the chancellor, periodicity is not proven by successive publications of a work or of writings. By that word must be understood not successive reproductions of all the parts of one work united in a single volume, but publications limited to a certain portion of the writings which, united together, form one complete whole.

Mr. Chassan says, Vol. I. pars. 783 and 784, that a newspaper or periodical publication may be defined as all writings, no matter what may be the method or period of their successive publication, which by their title plan an intention—form a whole.

It was ruled, however (decree of the court of Aix, cited below), that bulletins, extracts from newspapers printed and published irregularly, even several times a month, are not newspapers or periodical writings published on a fixed date of publication or published in serial numbers irregularly, and that therefore they are not subject to the laws of June 19, 1819, July 18, 1828, December 14, 1830, April 8, 1831 (Daloz, vol. Press, No. 226).

*Instance.*—Bousquet, printer at Marseille, had published for several years bulletins and extracts from newspapers. The public ministry proceeded against him on the ground that it was illegal publication of a writing devoted to political subjects. The tribunal of Marseille acquitted Bousquet.

*Appeal on the part of the public ministry.*—It is alleged that the publication of bulletins containing extracts from newspapers more than once a month during ten consecutive months constitutes periodicity in the legal sense of the word; that in order to constitute periodical publication it is not necessary, as was decided by the first court, that the number of monthly publications should be determined in advance; that if the irregularity should be taken into consideration it would open the way for a subterfuge to evade the provisions regarding periodical political publications.

*Decree.*—Inasmuch as the bulletins printed and published by Bousquet are not either a newspaper or a periodical publication appearing either on a certain fixed day or by numbers, but irregularly, the judgment is confirmed." (June 27, 1832, court of Aix, 2d chap., M. Cappeau, pr.) (Daloz, vol. Press, p. 446.)

On the other hand, Mr. Grattier, in his *Commentary on the Laws of the Press*, says as follows:

"As periodicity serves to establish the tie and affinity existing between successive publications, that in itself constitutes the class of publication referred to in the law without reference to the title of the publication, etc.

"Publications which \* \* \* form a complete whole, which although they are not published on a fixed day are issued at close intervals, are considered to have the true character of periodicity which requires that they should furnish surety." (See pp. 12 and 13.)

1532. *Statement of periodicity.*—Every periodical publication must bear plainly the statement of its nature and period of publication, whether daily, weekly, monthly, or otherwise. (Decree of January 20, 1885, and first par. of art. 224 of general instructions.) The name of the editor must appear on each copy. (Art. 11 of the law of July 29, 1881.)

1533. *Publications the duration of which is limited.*—Publications the duration of which is limited can not be considered as having the character of periodicals. (Par. 1 of the title place above art. 223 of the general instructions, and art. 1 of the decree of January 20, 1885.)

A publication, the duration of which is limited, may be defined as a work issued in serial numbers, the publication of which covers a certain limited period of time. For example: A dictionary or a novel published in three hundred numbers which united make but one complete work.

1539. *Newspapers forwarded in packages.*—Newspapers forwarded in packages may be mailed, provided the package does not exceed 3 kilograms; the postage is collected by copy. The demicentime on the aggregate postage is collected as an entire centime. The limit of size for these packages is a dimension of 45 centimeters each way. (Decree of January 20, 1885, art. 33.)

Packages of newspapers must be put up securely in such manner that the contents may always be easily and promptly examined.

Packages, which are heavy or voluminous, may be tied together with cords so fastened as to be easily untied. (Decree of January 20, 1885, art. 32.)

1546. *Newspapers to which are attached pieces of textile fabric or colored papers.*—Newspapers, to which are attached pieces of textile fabrics or colored papers intended to illustrate the text, shall be rated under the tariff for ordinary printed matter. (Art. 367 of the general instructions, par. 16, and Decree of January 20, 1885, art. 7.)

#### NEWSPAPERS.

25. The text of articles 3 and 4 of the law of April 6, 1878, is abrogated and replaced by the following text:

"The rate for newspapers, magazines, annals, memoirs, and periodical bulletins published at least once a quarter, and dealing with political or nonpolitical subjects, is 2 centimes per copy not exceeding 50 grams in weight.

"Above 50 grams, add 1 centime per 25 grams or fraction of 25 grams.

"The same newspapers and periodical publications are subject to only one-half of the above-named rates when they circulate within the department of publication or contiguous departments."

In addition to the supplement, which is exempt from postage charges by virtue of article 5 of the law of April 6, 1878, there shall only be considered as a supplement of a newspaper and admitted as such to benefit by the rates of postage for periodical publications any detached sheet constituting an addition necessitated by the abundance of matter to be published or serving to complete, comment, or illustrate the text of the publication. Prospectuses, catalogues, almanacs, and premiums shall not be considered as supplements or as periodical publications; nor shall they benefit in any way from the rates fixed by the preceding paragraphs; they shall be treated as ordinary printed matter.

#### SUPPLEMENTS.

1562. *Supplements exempt from postage.*—The laws of May 2, 1861, and May 11, 1868, exempt from postage dues supplements to newspapers devoted, at least for one-half their space, either to the publication of legislative debates or to the insertion of summaries of the subjects of legislative acts, to reports of commissions, and to official documents filed on behalf of the Government at the bureau of the legislative assembly. (B. m. No. 1, sup., July, 1868.)

The law of April 6, 1878, article 5, adds to the subjects above enumerated other official acts and documents, and the market quotations, official or not, for the public markets and stock exchange.

Advertisements may be inserted in these supplements. (B. m. No. 1, 1885, p. 59.)

The law requires that the supplement be published on sheets detached from the newspaper; the supplements, however, must not exceed in size the form of the principal sheet. (B. m. No. 108, sup., March, 1878.) Supplements should in addition bear printed thereon the words: "Supplement to the newspaper (name of the paper)" and the date of the number to which the supplement pertains. (Art. 225, 225 bis, and Art. 3 of the decree of January 20, 1885.)

1563. *Supplements subject to postage.*—Supplements which do not comply with the conditions imposed in the previous article are weighed with the principal sheet and the postage is collected on the total weight. (Art. 225 of the General Instructions.)

1564. *Conditions imposed for supplements subject to postage.*—Article 3 of the decree of January 20, 1885, provides that in order to be considered as a supplement of a newspaper the detached sheets must bear the printed note that they are a supplement, and the title and date of the number of the principal sheet, and must form with that sheet one single whole copy.

Although this text is clear and does not seem to require explanation, there are sometimes difficulties in its application, and discussions between postal agents and the editors or publishers.

The State council being appealed to on the subject, issued the following opinion:

"It is not necessary to inquire whether the supplement of a journal is an accidental, unforeseen addition; whether it is the work of the paper itself; whether it is owned by the paper, or whether it was printed simultaneously.

"But only sheets printed under the conditions prescribed by articles 7 and 11 of the law of July 29, 1881 (see at the beginning of this chapter the extracts from such law), can be considered as forming part of the newspaper. Any printed matter which does not fulfill these conditions is subject to a separate charge."

The chancellor concurred in this opinion and stated:

"It is not possible to inquire into the conditions under which a supplement is added to a newspaper, whether it is exclusively prepared and has been printed simultaneously; but the supplement must fulfill all the conditions imposed for all newspapers; it must contain the name of the paper itself, the name of the editor, and must preserve at least the general appearance of an annex to the principal sheet."

It appears from the foregoing that any sheet of advertisement or other matter bearing the name of the editor of the journal in which it is inserted with the indication "Supplement No. \_\_\_\_\_ of the newspaper \_\_\_\_\_, or supplement to the newspaper \_\_\_\_\_ of the \_\_\_\_\_," must be considered as a supplement to such paper and be weighed with it to determine the postage due according to the tariff for periodical writings.

The form of supplement may be larger or smaller than that of the principal sheet. (Decree of January 20, 1885, art. 3, and art. 225 of the General Instructions.)

#### POSTAL REGULATIONS OF THE GERMAN EMPIRE.

##### VOLUME V, THIRD DIVISION.—*Sale of newspapers and periodicals.*

#### GENERAL TRANSACTIONS AT POST-OFFICES REGARDING SALES AND PUBLICATIONS.

SECTION 1. Post-offices receive and forward subscriptions for newspapers and periodicals.

These offices are to be classified as follows: (1) Subscription post-offices; (2) publication post-offices.

The subscription post-offices receive subscriptions from the public or from foreign post-offices and send forward the subscriptions.

Publication post-offices carry on the correspondence with the publisher or with foreign post-offices, agents, etc., by whom the newspapers<sup>a</sup> are furnished.

#### PRICE LIST OF PUBLICATIONS.

SEC. 2. The price list published by the postal newspaper office in Berlin, W. 9, in December of each year is to be taken as a guide for all newspapers published in the German Empire, Bavaria, and Wurttemberg, and in such countries as have not signed the agreement relating to newspaper business. The directors of posts are required to order yearly before the 1st of October the supply of copies of such list needed for the following year. The postal division of newspapers forwards to each director of posts the number of price lists ordered. The directors of posts distribute them to the post-offices.

Copies of the price list for private use are to be ordered by the respective post-offices of the postal division of newspapers. The cost of such price list, including the supplements appearing during the course of the year, is to be collected from the person ordering the same. This sum is to be forwarded by money order to the postal division of newspapers with the order for the price list. No charge is to be made for postage on the price list and supplements thereto.

The price list contains, separately arranged by languages and in alphabetical order, the names of all newspapers published in the German Empire and registered for sale at the post-offices; newspapers published abroad are entered in the list only when they are generally ordered at post-offices in the Empire. Each paper is entered in the price list only once under the title printed at the head of the newspaper.

If desired, the names of the publications may be entered under a second, third head, etc., but only on payment of a yearly charge of 5 marks for each printed line, and the administration reserves the right to revoke permission for such entry. The publishers must address requests for such insertions to the postal division of newspapers. Such applications must be accompanied by the amount due therefor.

Official papers, which according to paragraph 36X are to be delivered at a lower rate of postage, are printed in the price list in heavier type.

<sup>a</sup> Wherever in these regulations newspapers are mentioned periodicals are understood to be included.



Changes or additions to the price list are published in supplements which appear on the 8th of each month and on the 20th of the last month of each quarter. In these supplements the statements of the publishers are entered, provided they have been communicated to the postal division of newspapers fully and without error at latest eight days before the date of issue of the supplements. Changes in the conditions of subscription (such as the period of issue or subscription price) may only be made at the beginning of the regular dates of subscription: for instance, newspapers which receive quarterly subscriptions may make such changes only on the 1st of January, 1st of April, 1st of July, and 1st of October, newspapers which receive half-yearly subscriptions may change these conditions only on the 1st of January and on the 1st of July, and newspapers receiving yearly subscriptions only on the 1st of January; notice of such changes must also be filed at latest three days before the beginning of the last month of the current period of subscription. Should the publisher desire the changes in the conditions of subscription which are to take effect on the 1st of January to be entered in the new price list to be published, such changes are to be reported to the postal division of newspapers at latest before the 28th of October.

The postal division of newspapers sends the necessary number of supplements to each director of posts, who distributes them without delay to the post-offices.

The following rules are applicable to the publication of corrections in the supplements to the price list:

1. The names of papers not hitherto entered in the list are not accepted.
2. Changes with regard to newspapers already entered in the price list are only acceptable from papers which have a considerable circulation, and then under the condition that the correction is furnished with the original insertion duly canceled and corrected, and with a reference to the number of the supplement in which it was published. Under these circumstances the director of post-offices will decide whether the correction will be accepted.

3. Newspapers whose publication has suspended are to be struck from the price list. As a rule in accepting subscriptions for newspapers, if the name is not found in the price list, reference must be made to the supplements.

In order to prevent the necessity of referring to a large number of supplements, additional lists to be added to the original price list are furnished three times in the year, on the 8th of March, 8th of June, and 8th of September; in these will be found entered under number 1, "newspapers to be added," the names of all foreign and domestic papers, and under number 2, "newspapers to be erased" (from the list), are entered all newspapers, publication of which has ceased since the printing of the last supplementary list. In these supplementary lists all changes which have already appeared in previous supplements with regard to the title of periodicals are marked  $\odot$ .

On receipt of a supplementary list all previous supplements are to be laid aside.

With regard to the special price list furnished for subscriptions from foreign countries, see note to article 6 of the agreement relative to newspaper business.

#### BASIS FOR PRICE LIST.

SEC. 3. Post-offices are required to inform themselves regarding the publication of new newspapers within their district, as well as regarding changes in the title, in the subscription price, or period of issue of newspapers already entered in the price list: and are to notify the postal division of newspapers promptly thereof, forwarding with such notice the declaration required from the publisher under division V, 1 section A.B., paragraph 28. In the same way notice is to be given at once to the postal division of newspapers of the suspension of issue of a newspaper.

In case new official publications are established, in forwarding the declaration of the publisher to the postal division of newspapers, special report is to be made of the fact that these are official publications such as are referred to in paragraph 36 of the postal regulations. Should changes arise in the nature of publication of newspapers already entered in the price list by which they lose their claim to the reduction in rates of postage, the post-office is required to notify the postal division of newspapers without delay.

Each publication post-office is required to keep in the subscription book furnished for the purpose (see paragraph 25) a record of all newspapers registered at the post-office, in which record is to be entered the title, the period of issue, method of publication, subscription price, and yearly weight of each paper. On receipt of the new price list the publication post-offices are required to verify whether all newspapers published in their respective districts are correctly entered therein, and whether all papers, publication of which has been suspended, have been stricken out. Errors must be immediately reported to the postal division of newspapers.

## SAMPLE COPIES AND ADVERTISEMENTS.

SEC. 4. Sample copies and advertisements of newspapers are not to be received for free distribution. Any sample copies or advertisements received from foreign post-offices are to be immediately returned.

## SUPPLEMENTS TO NEWSPAPERS.

SEC. 5. Supplements to newspapers entered at the post-offices are to be considered either as ordinary supplements in computing the yearly weight of newspapers (see paragraph 9) or as extraordinary supplements.

The following are to be considered as ordinary supplements:

(a) Supplements which may be regarded by form, paper, printing, and other conditions as a portion of the publication.

(b) Additions to the paper which according to the written declaration of the publisher or by reference thereto in the newspaper itself can be shown to be regular supplements to the principal publication without regard as to whether the supplements are uniform with the principal publication in form, paper, and print.

(c) Premiums consisting of calendars to be hung on the wall, railway guides, pictures, etc., when the publications do not require additional payment therefor from the subscribers, and when such supplementary gifts are mailed together with the newspapers.

With regard to extraordinary supplements, see paragraph 8b of the Postal Regulations.

Scientific and technical newspapers are not allowed to transmit with the paper small samples of material, unless such samples are shown to be absolutely necessary additions to the text of scientific or technical articles, are attached thereto, and do not appreciably exceed the thickness of the paper on which the publication is printed. They must not have the character of samples of wares.

Supplements (ordinary or extraordinary) which, owing to their size, weight, or other conditions, are not suitable for inclosure with the newspapers are to be excluded from the mails. It is, however, permissible to forward such supplements separately, put up in separate packages or rolls, on payment of special postage rates for packages. Such supplements are to be excluded from consideration in the report relative to yearly weight of newspapers. (See paragraph 9.) Should the publication not pay the full charges on such supplements, the amount due is to be collected from the subscribers. If a number of copies of supplements of one and the same newspaper are to be sent to one post-office for delivery such copies may be packed together, and the cost of postage may be divided pro rata among the subscribers. For newspapers published within the Empire the publishers are required to pack or wrap the supplements in such manner that the post-office has neither expense nor trouble. Supplements of foreign newspapers may be forwarded wrapped together to the post-office which has forwarded the subscription therefor. The distribution or forwarding thereof is to be attended to thereafter by the post-office. Any expense incurred or postal charges will be collected from the subscriber. The post-office collects such charges when supplements are forwarded to other offices by means of the postal c. o. d. The same rules apply to the postage rates which may be chargeable for transmission from the place of publication to the post-office of distribution, as well as any customs dues chargeable on supplements received from foreign countries. All such charges are to be divided pro rata on the single supplements delivered. The collection is made without charge therefor with the entry "cash expenditure for packing," "postal charges," "customs dues," etc., so that for forwarding the supplements only the ordinary postage for a postal package is charged. Until receipt of the c. o. d. money orders from the post-offices at which delivery is to be made these amounts are to be carried in the account book as unsettled items.

Amounts collected for transmission of extraordinary supplements are to be entered in the cash account for newspaper business.

At each post-office which dispatches newspapers a quarterly account is to be kept (supplement 1) with regard to extraordinary supplements. In such account entry is to be made, stating the name of the newspaper and the number to which the supplement pertains; thereunder are entered the number of extraordinary supplements dispatched, the amount collected therefor, the date and page on which the amounts are entered in the newspaper cash account, and, in the case of copies forwarded to Austria-Hungary, the number of such copies and the weight of each should such weight exceed 25 grams. This quarterly report is to be made at small post-offices by the postmaster himself. At large post-offices it is to be made by an employee designated for the purpose who is not an employee in the newspaper division. From time

to time, at least at each examination of the cash account, the postmaster or cashier, as the case may be, shall verify the postal charges entered in the newspaper cash account for extraordinary newspaper supplements.

The post-offices of publication must verify and are held responsible therefor that only such extraordinary supplements are forwarded as have been previously reported by the publisher, and the post-offices are also required to see that the postage due thereon is paid in advance. (See paragraph 8b of the Postal Regulations.) If the publisher has the copies of his publication wrapped or packed, the post-office from which they are mailed requires the cooperation of post-offices from which they are delivered, in so far that such post-offices of delivery are requested to keep account of extraordinary supplements received and distributed and at regular intervals forward such account to the post-office of publication.

Extraordinary supplements may be forwarded to foreign countries except Belgium and the Netherlands. The rates chargeable are as follows: (1) Austria-Hungary, five-sixths of a pfennig for each copy; (2) to all other foreign countries, one-fourth pfennig for every 25 grams on each single copy of a supplement.

The amounts collected become the property of the postal administration of the country of origin. Lottery advertisements may not be inserted as extraordinary supplements in newspapers addressed to Switzerland.

#### DELIVERY OF A NEW PERIODICAL IN THE PLACE OF A SUSPENDED PERIODICAL OR PAPER.

SEC. 6. In place of a newspaper which suspends publication during the period of subscription a new publication may be delivered to subscribers, but only if the publisher of the suspended publication acknowledges expressly that it is the continuance of the former publication under a new name, and if the price remains the same. The publisher, however, should be notified that subscribers may refuse to accept the new publication.

#### SUBSCRIPTION PRICE.

SEC. 7. The subscription price to be collected by the post-office from the subscriber is entered in column 7 of the price list.

The subscription price is fixed by the publisher in accordance with the regular period of subscription, either for the year, half year, or quarter. The subscription price for periods shorter than those regularly made may be calculated at the post-office, and in such cases fractions of a pfennig should be rounded off to an entire pfennig.

For printed matter relating to the German Reichstag, the stenographic reports of the sessions of the German Reichstag and of the Prussian Houses of Lords and Deputies, and some few other similar publications for which the price is reckoned by the sheet, as given in column 4 of the price list, the subscription price is to be collected in accordance with the amount given in the price list for large orders. The final determination of the actual cost is made by the mailing post-office as soon as it is ascertained of how many sheets the report consists. The mailing post-office later advises the post-office of delivery of the price to be collected from the subscriber, in which case any deficit may be collected or any overpayment may be refunded.

In computing the cost of subscriptions for newspapers published in foreign countries the value is to be reckoned according to the rate of conversion given in article 7 of the agreement regarding newspaper business; fractions of a pfennig are to be rounded off as an entire pfennig.

#### RATES OF POSTAGE ON NEWSPAPERS.

SEC. 8. The rates charged on newspapers are as follows:

- (a) Two pfennigs for every month of the period of subscription.
- (b) Fifteen pfennigs yearly for each publication appearing once a week or less, and 15 pfennigs yearly additional for every additional issue in the week.
- (c) Ten pfennigs yearly for each kilogram of the weight for the year, allowing, however, 1 kilogram free each year for as many issues as pay the rate marked under b.

In reckoning the postage on newspapers, in every case the annual postage is to be calculated without regard as to whether the periods of subscription fixed by the publisher are of less duration. As a basis for this should be taken for (a) a period of twelve months; for (b) the number of issues entered in column 3 of the price list, taking at least a weekly issue into account; for (c) the weight entered in column 5 of the price list as the annual weight, after deducting the weight which is allowed free according to the law.

The mailing post-office must exercise vigilance to prevent more copies of any publication being mailed than have been declared by the publisher, and must also be

careful that in ascertaining the annual weight all special editions be included and that due computation be made of the charges under (b), without reference to whether they are sent with the entire edition or only with a portion thereof.

Special editions which are published in extraordinary circumstances, such as in war times (so-called extras), are not to be included in the computation of postage rates.

If in column 3 of the price list the number of issues for the year is not definitely given, but is entered as irregular, or two or three times a week, the weekly average is to be taken at the close of the regular subscription period according to the number of actual issues published, and is to be reckoned whenever it is necessary to collect the amount of postage in advance by the number estimated by the publisher for the period of subscription.

If in column 5 of the price list no weight for the year is entered, the weight is to be reckoned quarterly according to the actual weight of the numbers already published, or, if necessary, it is to be estimated on specimen copies furnished by the publisher.

The annual rate of postage having thus been ascertained or estimated, the postage is to be computed for subscriptions of three-fourths, one-half, or one-fourth of the year, or for two months or one month at three-fourths, one-half, one-fourth, one-sixth, or one-twelfth of the yearly charge, as the case may be.

For publications which, according to the entry in columns 3 and 4 of the price list, can be delivered only in one volume, or in a specified number of sections, the postage for the whole year is to be collected. For newspapers which appear every year only during certain months (for instance during the bathing season), the charges are to be reckoned pro rata for the period of publication; fractions of a month, however, are to be reckoned at a full month.

Fractions of a pfennig are always to be rounded off at full pfennigs: (1) In the final account with the publisher at the close of the regular period of subscription, after multiplication of the rate charged for each copy by the total number of copies sent through the mails, and (2) in each notice of subscription to periodicals for new subscribers and for exchanges and specimen copies (see paragraph 26).

If the rate of postage comes to more than the cost of subscription, the publisher must make good the difference between such subscription and the postage due so soon as he is notified by the mailing post-office of the number of copies ordered through the post-office.

Whenever the postage has been estimated on a subscription, should it be found thereafter that there is a difference between the amount collected and that actually due, any deficit must be collected and any overpayment must be refunded.

Postage on newspapers to and from foreign countries is to be reckoned in the same manner as for the domestic service.

Newspapers to be delivered to subscribers in France or in foreign countries which have not signed the agreement regarding newspaper business are not subject to the German rates chargeable for newspapers and other printed periodical matter.

#### METHOD OF ASCERTAINING WEIGHT.

Sec. 9. The weight for the year is ascertained each calendar year in accordance with the actual weight of the numbers issued during the previous year. For new publications the weight is ascertained quarterly, according to the actual weight of the numbers issued for that quarter.

The publisher is required to file at the post-office a complete specimen copy of each number published, for the purpose of ascertaining the weight.

Single numbers are to be arranged in numerical order and, if necessary, are to be bound monthly or quarterly and preserved so long as is necessary for reference with regard to the question of weight.

Any papers which will not be needed for subsequent investigation as to weight may be sold with other waste paper for the benefit of the benevolent association for the postal service.

Specimen copies filed by the publishers for the purpose of ascertaining the yearly weight may be returned to the respective publishers at their request in exceptional cases when the publications are of an unusually expensive character. This is to be done, however, when the value of the specimen copy is appreciably much greater than the amount due for postage. In such cases, however, the postal administration is not responsible for the perfect condition of the copies.

At the beginning of April of each year the specimen copies collected during the previous year are to be weighed on a reliable scale in the presence of a witness, after verification by a postal employee of the fact that the numbers to be weighed are complete

and in perfect condition. Whenever papers are weighed, extraordinary supplements for which, according to paragraph 8b of the postal regulations, a special rate of postage is charged, are not to be taken into account. On the other hand, all ordinary supplements (see paragraph 5a to c) are to be weighed with the original papers. Newspapers which are published only certain months of the year are to be weighed and the yearly weight reckoned according to the proportion of the year during which publication takes place.

A written statement of the ascertained weight is to be made and signed by those present.

In the same manner the weight of new publications shall be ascertained each quarter until the total weight of the numbers for the full year shall have been established.

Under the head of new publications are to be reckoned not only such newspapers as commence publication, but also those which were already in existence, but which have changed the number of issues as entered in column 3 of the price list. In this category shall be reckoned also newspapers which have been consolidated with other publications, retaining the title of both publications or assuming a new title. On the other hand, newspapers in this category are not to be considered as new publications if they retain the name of only one of such newspapers.

Publishers are to be notified by the mailing post-office in writing of the yearly weight of publications as ascertained, with the request that any objections or remarks with reference to such weight be filed in writing at latest within three days after receipt of the notice. Should protest be made, the mailing post-office shall verify the weight in the presence of the publisher or of his representative, and the weight ascertained at such time shall be taken as the standard. The postal division of newspapers shall be notified at latest by the 1st of May of the ascertained weight of each periodical for the year.

For foreign newspapers originating in countries which have signed the agreement relative to newspaper business the yearly weight is to be reckoned on the basis of the average weight of each single number as given in the price list of the country of origin. With regard to the method of ascertaining the yearly weight of publications from countries which have not signed the agreement special instructions are given to the exchange post-offices.

#### PERIODS OF SUBSCRIPTION.

SEC. 10. The periods entered in the price list are to be taken as the standard for the period for which subscriptions to periodicals may be received, including subscriptions obtained by the publisher himself (see paragraph 26). The periods of subscription for the quarter, half year, and whole year are to be reckoned by the calendar year.

The shortest period of subscription as a general rule is a quarter of a year. With the consent of the publisher subscriptions for periodicals for which the quarterly period of subscription is fixed may also be received at the second or third month of a quarter or for a single month of a quarter; and if subscriptions for a single month are permissible subscriptions may be received for the first two months of a quarter. Subscriptions may also be received during a quarter for the whole current quarter. With the consent of the publisher subscriptions for publications for which a half-yearly period of subscription is fixed may also be accepted for the quarter beginning the 1st of April or the 1st of October; under the same condition periodicals for which annual subscriptions are to be received may also have the subscriptions begin on the 1st of April, 1st of July, or the 1st of October for the remainder of the period of subscription. These provisions are applicable also to all new publications appearing during the prescribed period. The post-offices are also to comply with requests from subscribers for back numbers of previous half-yearly or quarterly issues or even for single numbers.

#### NEWSPAPER SUBSCRIPTIONS OBTAINED BY THE PUBLISHER, EXCHANGES, AND FREE COPIES.

##### SEC. 26 (a).—*Notice of newspaper subscription, etc.*

The publisher is permitted to file notice at the post-office of publication of subscribers obtained by him and of exchanges and free copies for publications mailed to points within the German Empire and the German protectorates.

Such notice must be made on a form similar to annex No. 12. Further, notice on a form similar to annex No. 13 must be given to every post-office of delivery. The publisher is required to furnish the forms himself and complete them. The post-office of publication, however, is required to assist the publisher by explanations and advice as to the proper method of filling the forms. Care is to be exercised that it be stated specifically as to each addressee whether the newspaper will be called for or delivered

by letter carrier; also that the name, rank, place of residence, and dwelling be stated clearly and with precision.

The publisher must certify that the subscriptions reported by him are so reported with the consent of the subscribers. With regard to exchanges and free copies it is stipulated that the publications are sent in exchange for another publication or without remuneration.

The total number of free copies must not exceed 10 per cent of the whole mailing edition. This limitation, however, does not apply to official publications with regard to which an abuse of the privilege is not to be feared or to free copies addressed to Imperial and State officials and to legislative bodies of the Empire, or the German States.

With each declaration the publisher must deposit the amount of dues under the law (sec. 8), and the fee for delivery if he intends to defray that. In such case the delivery fee is computed by the number of copies. If the precise number is not known, an average is struck. The charges in force in the Imperial Postal District are also applicable for Bavaria (sec. 36X, Postal Regulations). In Wurtemberg, however, the annual charge is 20 pfennigs per copy for publications issued weekly or at longer intervals, and 20 pfennigs additional for each additional issue in the week. In computing the charges account is taken of the period actually subscribed for, whether the regulation period or a portion thereof, fractions of a pfennig are rounded off, the fraction being reckoned as a whole pfennig. In the case of subscriptions for delivery in the German protectorates no charge is made for the reason that the delivery service has not been established.

In the service in Germany in the case of publications which are free of tax in the country of origin the dues and delivery charges are to be collected from the addressee. Such amounts to be collected in the case of papers published in Bavaria and Wurtemberg will be found entered in column 1 of the price list.

#### VOLUME V. FIRST DIVISION.—*Sale of newspapers.*

SEC. 28. If a publisher places his publication on sale by the postal administration, he is required to file at the post-office a written statement in the form prescribed by the administration.

#### *Annex 23.*

(To carry out the provisions of Section 28 of the Postal Regulations.)

The undersigned, publisher, designates the postal administration as his agent for the sale of the (newspaper, periodical) <sup>a</sup> published by him under the title ——— (weekly, monthly, yearly) <sup>a</sup> ——— times a year, with a ———ly period of subscription, and fixes the price per subscriber, for such period, at ——— marks ——— pf.

The imperial postal administration in the aforesaid sale acts solely as intermediary agent between publisher and subscribers. The following regulations govern the relation between the postal administration and the publisher:

1. The period of subscription begins with the calendar quarter, semester, or year; but subscriptions for the newspaper or periodical in question may be received for a shorter period, viz, for the second and third month, or for the third month, or for a single month of the quarter; for the second and fourth quarter of the year; on the 1st of April, of July, or of October for the remainder of a calendar year.

2. The publisher fixes the price for the subscription to his publication only for the period named by him, whether quarter, semester, or year. The price for subscriptions for shorter periods is computed pro rata by the post-office, and fractions of a pfennig are rounded off by reckoning the fractions as a whole pfennig.

3. Changes in the conditions of subscriptions are permissible only at the beginning of the regular period of subscription. These changes must be reported to the post-office of publication at latest three days before the beginning of the last month of the current period of subscription. Post-offices will be notified of the change in season and without charge only on condition that the notice is forwarded within the prescribed limit of time. Should the publisher desire that changes in the conditions of subscription, which are to take effect on the 1st of January be published in the price list issued yearly on that date, such changes are to be reported to the post-office of publication on or before the 28th of October.

Each newspaper is entered in the price list only once, under the title given at the head of this document, which must agree with that printed at the head of the newspaper.

<sup>a</sup> Strike out all superfluous or inapplicable words.

4. Sums collected for subscriptions are paid to the publisher by the post-office of publication after deduction of the amount due the postal administration. These payments are made at intervals determined by the postal administration, according to the issues of the publication which have been delivered. If the amount due is not called for at the post-office by the expiration of the period of subscription after written notice has been sent by the post-office the money is sent to the publisher by money order at his expense.

5. The publisher is allowed to notify the post-office of publication of subscriptions obtained by him (by canvassing) and of exchanges and free sample copies under the following conditions:

(a) Notification must be made in writing on forms specially provided for the purpose.  
(b) The publisher certifies that the subscriptions are reported with the consent of the subscriber.

(c) Exchanges and free copies may be reported only if sent in exchange for other publications or without cost. The aggregate number of free copies may not exceed 10 per cent of the whole edition mailed.

(d) For each subscriber thus reported, and for each addressee of an exchange or free copy, it must be stated whether the paper will be called for or delivered by letter carrier. For each case reported the publisher shall deposit the amount of newspaper dues fixed by law, and, if he proposes to pay the postage, he must also deposit the amount thereof. The postage is to be reckoned according to the number of copies.

(e) It is not permissible to designate a new addressee in the case of subscriptions reported by the publisher, or for exchanges or free copies, nor will copies be returned to the publisher or the amount of tax or postage be refunded.

(f) Copies addressed to subscribers reported by the publisher, exchanges, or free copies, which are not called for, are destroyed at the expiration of two weeks.

6. The publisher must comply strictly with the rules laid down by the post-office of publication, regarding hours and place of delivery, of the numbers of the newspaper, and must not deliver the copies intended for distribution through the post-office at an hour later than that on which other copies are distributed directly.

7. If publication of a newspaper is forbidden, or if it is declared unavailable, so that the post-office is unable to continue delivery of the publication to the close of the period of subscription, the unexpired portion of the subscription is refunded to such subscribers as made their subscriptions through the post-office.

8. The charge on newspapers is:

(a) Two pfennigs for each month of the period of subscription.

(b) Fifteen pfennigs yearly for publications issued at periods of a week or longer, and 15 pfennigs additional for each additional issue in the week.

(c) Ten pfennigs yearly for each kilogram of the yearly weight, with allowance of one kilogram free for so many issues as come under paragraph b.

At the expiration of the period fixed for ascertaining the yearly weight of a publication the publisher is notified in writing by the post-office of the result.

In the final settlement with the publisher the fractions of pfennigs in the dues are rounded off, a fraction in the aggregate amount being reckoned as a whole pfennig. A similar course is pursued with regard to cases reported under 5d. Whenever the taxable weight has not yet been ascertained in the case of new publications, it is to be estimated by the weight of specimen copies, or the aggregate weight of numbers which have been issued. In the final settlement any overcharge is refunded to the publisher, or any deficiency collected from him.

If the dues are higher than the cost of subscription the publisher must deposit the difference as soon as the post-office notifies him of the number of copies ordered.

(Signature of the publisher.)

## GENERAL POSTAL REGULATIONS FOR THE KINGDOM OF ITALY.

### NEWSPAPERS AND PERIODICALS.

#### Article VIII of the law of 1890.

ARTICLE 26.—Postage on newspapers published daily in the Kingdom and mailed directly by the editors or publishers, including such as are published six times a week, is at the rate of 6 mills (1 mill,  $\frac{1}{100}$  of a franc) per copy, if not exceeding 50 grams in weight, including the wrapper, and 6 mills for every additional 50 grams or fraction thereof.

Payment of postage must be made in advance and accounts current are to be opened between the post-offices authorized to receive the publications for mailing and the editors or publishers of the newspapers.

The newspapers are to be delivered at the mailing offices with a statement showing the quantity thereof.

The post-office verifies such statement in the most convenient and expeditious manner, especially by weighing each consignment and computing the number of copies therein by comparison with the weight of a fraction thereof and number of copies by actual count in such fraction.

Editors or publishers guilty of understating the quantity of matter mailed are punishable by a fine of 10 to 100 lire, or 500 lire in case of a repetition of the offense.

*Article IX of the law of 1890.*

ARTICLE 27.—Newspapers other than daily, magazines, reviews, bulletins, and all other periodicals covered by the provisions of Title VIII of the law regarding printed matter, of March 26, 1848, published in the Kingdom and mailed directly by the editors or publishers, pay postage at the rate of 1 centime per copy, with the limit of weight imposed by article 26, and subject to all other provisions of said article.

*Article XXVIII of the postal laws of 1889.*

ARTICLE 28.—Supplements are subject to the rates prescribed in the preceding articles, provided they are of the same "form" as the regular sheets. The sole exception is in the case of number of the Official Journal containing copies of acts of Parliament or of the Government, which are free of postage if mailed with the journal.

*Article X of the law of 1890.*

ARTICLE 29.—In order to take advantage of the rate of postage prescribed in the preceding articles 26 and 27, newspapers and periodicals must be delivered at the post-office, assorted by route and locality, in accordance with the regulations made by the Department, and not less than fifteen minutes prior to the departure of the mails on such routes.

Newspapers and other periodicals with regard to which these requirements have not been complied with may be held over to the following mail.

*Article XI of the law of 1890.*

ARTICLE 30.—Save the exceptions noted in the regulations, several copies of a newspaper or periodical, or copies of different publications under one wrapper, will not be admissible at the rates prescribed in the preceding articles 26 and 27.

If presented for mailing, they will be rejected.

*Articles 29 and 30 of the regulations of 1889 and Article XIII of the law of 1890.*

ARTICLE 31.—Printed matter not of a periodical character, engravings, lithographs, photographs, and drawings, music paper printed and manuscript, pamphlets, and books bound or unbound, are subject to the rate of 2 centimes per 50 grams or fraction of 50 grams.

No package may exceed 5 kilograms in weight.

Newspapers and other periodicals mailed by others than the publishers, or mailed in the letter boxes, or otherwise delivered to the post-office singly, are treated in the same manner as printed matter which is not of a periodical character.

*Article XIV of the law of 1890.*

ARTICLE 32.—Prepayment of postage on printed matter which is not of a periodical character may be made not only by affixing postage stamps, but under the conditions of the preceding articles 26 (paragraphs 1, 2, and 3), 29, and 31.

*Article 31 of the regulations of 1889.*

ARTICLE 33.—Newspapers and printed matter, not of a periodical character, are not mailable without postage prepaid, but if possible they shall be returned to the senders.

*Article II of the law of 1890 and Article XV of the law of 1890.*

ARTICLE 34.—Printed matter of all kinds prepaid at the reduced rates shall not contain any letter or manuscript note having the character of personal correspondence.



They shall be put up in such manner as to allow of their being easily examined, and shall comply fully with the requirements of the regulations provided for in article 89.

Save the exceptions to be explicitly set forth in such regulations, additions made with the pen or by any mechanical process are prohibited.

Newspapers and other printed matter prepaid as such, which are properly subject to letter postage because they contain prohibited writing, or for other reasons, are unmailable if the postage exceeds 1 lira, and are to be returned to the senders, if possible, subject, however, to the provisions of article 35.

*Article XII of the law of 1890.*

ARTICLE 35.—The insertion in newspapers and periodicals of any written matter which is not admissible is punishable by a fine of from 5 to 50 lire.

**TITLE IX.—All printed matter.**

ARTICLE 70.—Impressions or reproductions made on paper, parchment, or cardboard by means of printing, engraving, lithographing, autographing, or any mechanical process whatsoever easily discernible as such, with the exception of tracing or of typewriting, are considered as printed matter and admissible under the postage rates provided therefor. Newspapers and periodicals, books bound or unbound, pamphlets, music paper, visiting cards, addresses, printers' proof with or without the manuscripts pertaining thereto, cards printed with perforations for the use of the blind, engravings, photographs and albums containing photographs, pictures of saints, drawings, plans, plants, geographical maps, catalogues, prospectuses, advertisements, and various notices whether printed, engraved, lithographed, or autographed, are admissible as printed matter.

Reproductions of a copy made with the pen or with the typewriter are also admissible as printed matter when obtained by a mechanical process, such as polygraphy, chromography, etc.; but in order that they may be admitted to postage rates for printed matter, such reproductions are to be delivered at the post-offices to the number of not less than twenty copies, which must be absolutely identical.

Postage stamps and stamped paper, whether canceled or not, are not admissible as printed matter, and all printed papers of any kind, which represent value, are also inadmissible at the rate of postage for printed matter.

Cards printed with the words "Postal cards," or some equivalent expression, even in a foreign language, are not admissible at the postage rates for printed matter, unless the heading has been canceled, or unless such cards bear no writing whatever, not even an address, and are mailed in open envelopes.

It is, however, admissible to affix stamps on printed matter, on invoices, or accounts sent therewith, in accordance with the regulations governing the stamp tax, as well as to attach thereto postage stamps for the purpose of causing such printed matter to be forwarded elsewhere or returned; they may likewise be accompanied by blank postal cards.

Printed matter is divided, for the inland service, into two categories—periodical and nonperiodical.

ARTICLE 71.—The following are to be considered as periodicals in the sense of articles 26 and 27 of the postal laws:

Publications issued regularly, at least half yearly, which do not come within the scope of the works referred to in Title VIII of the law with regard to printed matter of March 26, 1848, and which are intended to advise the public of all news, political, scientific, technical, artistic, literary, religious, administrative, financial, commercial, etc., and are of such character as to be published continuously with matter differing from one number to another, such as newspapers, gazettes, reviews, etc.

Periodical publications shall have printed at the head of the first page the title of each, followed by the date and the indication of the period of publication, and single pages or series thereof must be numbered consecutively.

Pamphlet publications—that is to say, composed of a number of sheets—must be printed with the regular enumeration of the pages contained therein, all the sheets must be of the same size and form, and the different numbers must constitute number by number a homogeneous whole.

It is, however, admissible that a publication may consist normally of several parts, of which the pages shall be separately numbered, provided the advertisements thereof and the heading printed thereon shall show plainly of how many parts each number shall be composed, that these be of the same form and size, be published at the same periods, and are not published for different objects.

ARTICLE 72.—All printed matter, or reproductions considered as printed matter under article 70, which can not be considered as periodical printed matter in accordance with article 71 are to be treated as nonperiodical printed matter.

ARTICLE 73.—Periodical printed matter which conforms to the requirements of the preceding article 71 is admissible at the postage rates provided in article 26 of the postal laws, and to the treatment provided for therein, if they are published daily or classified as daily publications; and are to be subject to the rates prescribed in article 27, if they are not daily publications; but only if they are mailed by the respective editors or their agents, are presented at the post-offices from which they are to be mailed in a single consignment for each number, or at least in considerable quantities, and in every case shall be assorted in the method to be prescribed by the administration, by office of delivery.

Printed matter, even when mailed by the editors or publishers, which is not assorted as above indicated, and all such matter mailed by persons other than the editors or publishers, in any quantity whatsoever, shall be treated as nonperiodical printed matter. Newspapers and periodicals which are mailed in any manner not in accordance with the provisions of the postal laws and of these regulations shall be treated as nonperiodical printed matter, even though they be mailed directly by the editors or publishers.

ARTICLE 74.—Postage of periodicals is to be reckoned per copy, even though the copies be put up in packages.

For reviews, with or without a wrapper, each pamphlet shall be considered as a single copy.

The rate of postage on nonperiodical printed matter, or matter classified as such, shall be computed by the aggregate weight of each package, no matter how many articles may be contained therein, whether these be alike or different, provided all bear the same address.

If, however, there are various addresses thereon, the rate of postage charged shall be that payable for single articles mailed separately.

In the case of printed matter remailed, no account shall be taken of the postage which may have been paid at the time of the first mailing thereof.

ARTICLE 75.—Shall be considered as integral parts of the newspapers or periodicals with which they are mailed, and shall be included in the weight thereof:

(a) Drawings, engravings, patterns, fashion plates, or such articles relating to technical publications, fashion periodicals, and illustrated papers with which they are mailed, provided they bear the printed title of the publication to which they refer, and the number thereof; as also prospectuses pertaining to the publications put up in packages, no matter what the object thereof may be, provided they illustrate the subject treated of therein, and are of different form solely by reason of typographical necessities.

(b) Advertising papers attached to magazines or other periodicals published in pamphlet form, provided the aggregate weight of such advertising matter shall not exceed the one-tenth part of the entire periodical.

(c) Samples of materials attached to fashion periodicals or technical publications in pamphlet form.

Shall be considered as supplements and shall be prepaid separately in accordance with the provisions of article 74 at the rate charged for the publications to which they pertain, all papers or sheets of matter separated from the periodicals, even though they be mailed together therewith.

The supplements, however, must be of similar form to the publications to which they are attached, must treat of the same subjects, and conform to all the requirements prescribed for the periodical publications, and shall not consist of separate publications printed apart.

Supplements may, however, be mailed separately, provided they are mailed at the same post-office from which the principal publication is sent, and provided they have a separate heading with the additional indication of the newspaper or periodical to which they pertain.

Prospectuses or advertisements, of no matter what form, with or without the title printed thereon, may be treated as supplements, provided they refer exclusively to the periodical to which they pertain.

Supplements or other printed matter which do not conform to these requirements are to be considered as separate publications, or classified as nonperiodical printed matter, as the case may be.

ARTICLE 80.—No limit of weight or of size is fixed for newspapers or other periodical publications. On the other hand, each package of nonperiodical printed matter

must not exceed the weight prescribed in article 31 of the postal laws, and is also limited to 45 centimeters on each dimension. The periodicals put up, however, in rolls, may have a length not exceeding 75 centimeters, providing the diameter of the roll does not exceed 10 centimeters.

Articles of greater weight or dimension are unmailable.

ARTICLE 81.—Periodicals mailed by editors or publishers are admitted at the reduced rates, provided only that the postage due is deposited in advance by the editors or publishers; to this end accounts current are opened between such publishers or editors and the post-office. If postage is paid by attaching postage stamps, the periodicals are to be considered as forwarded by others than the publishers or editors.

Nonperiodical printed matter must, as a rule, be prepaid by affixing postage stamps on each package above the respective addresses; it is only by exception that they may be mailed on conditions prescribed for the accounts current.

ARTICLE 82.—Editors of newspapers and other periodicals who desire to take advantage of the provisions of article 26 of the postal laws, or of the article next following, are required to make a written declaration on the subject to the director of posts of the province in which the publication is mailed, presenting therewith if possible, one number of the publication. They may be required to file a certificate from the ministry of the Interior or from the prefecture of the province showing that they have complied with the requirements of article 36 of the law regarding printed matter, dated March 26, 1848.

ARTICLE 83.—The opening of accounts current is subject to permission from the provincial directors of posts, even for publications printed at places other than the capitals of the respective provinces.

Such accounts may be opened for a single number of any given publication or may be continuous for several numbers.

The accounts are to be made up for single numbers with regard to reviews or other periodical publications, which are printed at intervals longer than a week apart, or which habitually change their weight from one number to the other. The same number, however, may be mailed at different times, provided that large consignments thereof are made at one time and that such consignments are made within one month.

Accounts current are to be continuous for several numbers when they have reference to newspapers or other publications which appear at least weekly, and whose weight is identical or almost so.

Accounts current are open for a definite number of copies of a definite weight on payment of the postage due thereon, and the account remains open until the quantity paid for has been mailed. The accounts may be renewed or continued for other definite numbers of copies at the will of the editors on payment of the postage chargeable therefor.

Should the copies paid for not be mailed, the amount deposited will be refunded, provided such refund be applied for within one month from the date of payment.

Articles are to be delivered always at the same post-office, but it is admissible that an editor should have accounts current simultaneously at various post-offices, even for the dispatch of one publication.

ARTICLE 84.—Applications for the opening or renewal of accounts shall be presented at least one day in advance if addressed to a director of posts, and three days in advance if addressed to a post-office.

In each application must be stated the approximate weight of each number of the publication referred to, and in case of periodicals to which supplements are annexed, in accordance with the provisions of the preceding article 75, a list of such supplements must be given.

Whenever an account is open for a single number the proper certificate is given to the editors.

For continuous accounts, however, booklets of account current are issued, on which are credited from time to time the number of copies for which postage has been paid.

The directors of posts and of the post-offices at which the papers are to be mailed keep duplicate accounts thereof.

ARTICLE 85.—At the time of shipment of newspapers or periodicals, or of supplements thereto forwarded separately, editors are required to present at the post-offices—

(a) A declaration on stamped paper, provided by the postal administration, showing how many copies are mailed and whether or not supplements are annexed.

(b) The certificates or booklets of account referred to in the preceding article, in order that the quantity mailed may be noted thereon.

Post-offices are forbidden to accept shipments in excess of the credit shown in the certificates or booklets exhibited by the publishers or editors.

It is also prohibited to accept shipments not accompanied by the declarations referred to above.

Employees who disregard these prohibitions are held financially responsible for any loss resulting therefrom and are further subject to punishment for the offense.

ARTICLE 86.—The number of copies declared should, as a rule, be verified by weighing the shipment; to this end one or several copies should be weighed to determine the single weight of each copy, and thereafter the aggregate weight of each shipment is ascertained and the total number of single copies computed therefrom.

The weight of the mail bags in which the printed matter may be inclosed is to be deducted from the weight charged for.

When articles are mailed for which single accounts have been opened, the weight must be ascertained at the time each shipment is received, and should any discrepancy in the weight be ascertained which would affect the amount of postage to be charged, the publishers must be required to pay the deficiency before the articles are dispatched in the mails, unless the account shows that a sum remains to the credit of the publishers sufficient to cover the deficit.

If at the conclusion of the shipment it should be found that the publishers paid a sum in excess of that due, the difference is to be refunded.

Articles mailed upon continuous current accounts may be weighed at irregular intervals, provided the weighing is effected on days not fixed upon in advance, and provided also that one only out of a number of shipments be weighed in case several shipments are made on one and the same date.

Should differences be observed, it is to be inferred that all shipments made since the previous date of weighing contain a difference similar to that ascertained; but such difference is not to be estimated for a period exceeding thirty days prior to the date of weighing.

Such ascertained differences are settled by entry in the accounts current, and the editors are required to deposit immediately any deficit, as well as a pro rata payment upon subsequent shipments.

Should the required amounts not be deposited, the newspaper or periodical shall not be dispatched thereafter.

The verification of small consignments may be made by counting the number of copies, rather than by weight.

ARTICLE 87.—At the time of verification of the weight or number of journals or periodicals, postage on which is prepaid by means of a continuous current account, a statement is to be drawn up and signed by at least two post-office employees, who must have been present at the verification, and such statement shall be regarded as conclusive evidence.

Publishers or editors may be represented by an agent, who delivers the mailable printed matter at the post-office, and in such case such agent shall be present at the verification and shall sign the written statement in question.

Should the agent not remain through the entire operation, the examination may be continued in his absence.

Statements with regard to differences ascertained are referred to the law courts in order that the fines provided for in articles 26 and 27 of the postal laws may be imposed.

ARTICLE 88.—In accordance with article 30 of the postal laws, the mailing of several newspapers or periodicals wrapped together, or of newspapers or periodicals in conjunction with other printed matter, is absolutely prohibited except as provided in the preceding article 75; it is absolutely prohibited as regards mailing newspapers or periodicals together with nonperiodical printed matter, and as regards daily papers with publications which do not appear daily, except in case of special authority granted by the postal administration.

It is, however, permissible for a newspaper to have one or more supplements; or two or more daily papers as well as two or more papers not published daily may be forwarded at the same time to one address, provided at each mailing the same number of single numbers be dispatched, that they are mailable at the same rate of postage, and are regularly declared.

If only a portion of one consignment consists of newspapers with supplements, or of several papers in one wrapper, or of papers with other articles attached, these are not mailable unless delivered in separate shipments with separate statements.

ARTICLE 89.—Whenever several newspapers are mailed in one wrapper, or whenever supplements or other papers are mailed with the principal publication, in accordance with the provisions of the preceding article, the general weight is ascertained by considering as a unit the weight of the several papers included under one wrapper bearing a single address and doubling or tripling the total quantity resulting from the division of the aggregate weight by the unit of weight, according as the papers

thus forwarded are two or more and are chargeable with a single rate of postage or with a higher rate.

The weight of the extraordinary supplements is to be computed also, taking into account whether the weight exceeds the normal weights and whether such excess increases the rate of postage.

ARTICLE 90.—Newspapers and other periodical publications, prepayment of which is effected on an account current, shall bear printed on the wrapper or elsewhere above the address the following words: "Account current with the post-office."

ARTICLE 91.—The publishers are required to deliver newspapers and periodicals, prepayment of which is effected on an account current and also nonperiodical printed matter prepaid in the same manner, at the hours fixed by the postal administration in accordance with the provisions of article 29 of the postal laws.

Any consignment made subsequent to the hour fixed upon shall be held over and dispatched by the following mail.

The delivery of such matter must be made at the post-office. It may not be made on railway cars, vehicles, or vessels charged with the transport of mails.

ARTICLE 92.—Printed matter of any kind, prepayment of which is effected by affixing postage stamps, must be mailed at least two hours before the departure of the mails, in accordance with schedule time.

Such articles may be mailed in post-office boxes provided for the purpose if the collection is made from such box two hours before the departure of the mail.

Such articles, if mailed at a later time, will be held over to the following mail.

In addition to the provisions of article 29 with regard to newspapers, the postal administration has the right to hold over for such time as may be necessary all printed matter which has not been assorted by routes or localities and which may be mailed in such quantities as to embarrass the postal service.

ARTICLE 93.—With the exception of the cases referred to above newspapers and other printed matter are to be dispatched as expeditiously as possible, with all other ordinary mail matter, and are to be treated in the same way.

The postal administration may permit that packages of newspapers addressed to newspaper agents at specified points, and newspapers addressed to employees at certain specified railway stations be forwarded outside of the ordinary mails and delivered directly to the addressees by the mail agents, provided such mail agents are postal employees.

ARTICLE 94.—In the relations with the foreign postal administrations the provisions of special conventions in operation are to be taken into account with regard to newspapers, other periodicals, and other printed matter. Postage is to be prepaid exclusively by the use of postage stamps, except as otherwise agreed upon with the respective countries.

Newspapers or periodicals addressed to foreign countries must be delivered to the post-offices separately from those addressed for delivery within the Kingdom.

On newspapers or periodicals mailed within the Kingdom, and addressed for delivery within the Kingdom, which may thereafter be forwarded abroad on account of a change of residence of the respective addressees, the original postage paid is to be taken into account and the rate of 6 mills is to be computed as 1 centime.

#### NOTES OF THE POSTAL SERVICE OF THE AUSTRIAN-HUNGARIAN MONARCHY.

The postal service in Austria-Hungary falls into two main classes: The "briefpost" and the "Paket post." Under the former falls the following classes of correspondence: Letters, postal cards, printed matter, samples, and "commercial papers."

Under the head of printed matter are included pictures, raised printing for the blind, newspapers and periodicals, books (bound or unbound), pamphlets, sheets of music, visiting cards, address cards, proof sheets (with or without the accompanying manuscript), copperplates, photographs, albums with photographs, drawings, plans, maps, catalogues, prospectuses, circulars, which are printed, engraved, lithographed, or made by some fac-simile process, and especially all prints or impressions upon paper, parchment, cardboard, produced by print, lithography or by means of any other readily recognizable mechanical process, with the exception of those made by a typewritten or other copying process. (Briefpost Tarif, Wien, 1904, p. 37.)

Although forming a part of the general class of printed matter, newspapers and periodicals are entitled, upon compliance with certain special conditions, to special rates when sent to the subscriber. The rates are as follows:

Two heller, approximately two-fifths of a cent, for each copy of a newspaper appearing more often than once a week, without regard to weight.

For each copy of a paper appearing less often than above, but at least twice a month, up to the weight of 250 grams, 2 heller, or approximately two-fifths of a cent.

If the weight of any such number exceeds 250 grams, or the publication appears less often than twice a month such number is subject to a tax of 2 heller for each 100 grams of weight or fraction thereof.

Evening editions which are united with the morning editions of the same paper or with the morning editions of the following day, sent under one wrapper to the same address, are subject to no additional charge except in so far as they increase the weight. The same is true for supplements of newspapers which are sent under the same cover with the principal sheet, even if the supplement may be subscribed for separately from the principal sheet.

Premiums, such as pamphlets, pictures, calendars, and printed matter of that character, which the publisher supplies in accordance with his prospectus, either to all subscribers together or to a portion of them under special conditions, can be mailed without extra charge with the publication, provided they conform in respect of format to the requirements of the postal regulations in regard to such matters. The same is true with respect to prospectuses of the publication itself, etc., which are inclosed therewith.

Under what conditions newspaper publishers may make claim to the rates above mentioned and for what other mail matter they may be conceded may be learned from the instructions.

The tariff for newspapers subscribed for through the postal service is declared in the provisions of the postal regulations relating to that subject. (Posttaxordnung f. d. Verkehn innerhalb des Österr. Postgebietes. § 4. XCVI. Stück. 231. Verord. des Handelsministeriums v. 25 November 1899.)

#### LIMITATIONS AS TO SIZE AND WEIGHT.

Printed matter in the domestic post, including Hungary, Bosnia, Herzgovina, and Germany, must not exceed in weight 1 kilogram; in all other countries, 2 kilograms.

In size it must not exceed 45 centimeters square; or if rolled, 75 centimeters long by 10 in diameter.

In size it must not exceed 45 centimeters in length and 10 centimeters in diameter.

Printed matter must be so put up that the character of the contents can be easily determined. They must, therefore, either be tied or wrapped in a roll and put between cardboard or in receptacles, which are open on one or both sides, or in an unsealed envelope, simply folded in such a manner as will enable the character of the contents to be recognized, or may be fastened by a string, which can be untied. (Briefpost-Tarif, Wein, 1904, p. 37.)

#### REQUIREMENTS WITH RESPECT TO SPECIAL SUPPLEMENTS TO NEWSPAPERS.

There are permitted in the domestic post and in the post at ——— printed matter to the weight of 30 grams. The rate for each supplement up to 10 grams is one-half heller; for each supplement above 10 grams and not more than 20 grams, two-thirds of a heller, and for each supplement above 20 grams and not more than 30 grams, 1 heller. Parts of a heller are counted as a heller. (Anlager zum, § 3, Posttaxordnung f. d. Verkehr innerhalb des Österr. Postgebietes.)

The regular rate for printed matter is:

	Heller.
1 to 50 grams or fraction thereof.....	3
50 to 100 grams.....	5
100 to 250 grams.....	10
250 to 500 grams.....	20
500 grams to 1 kilogram.....	30

We observe that the initial rate for newspapers and periodicals is 2 heller for 250 grams, as against 10 heller of a corresponding weight for other printed matter. The characteristic features of this system are:

1. That there is a copy rate and not a bulk rate.
2. That the newspaper is given a wider privilege with respect to weight than the weekly or monthly periodical.
3. That the initial rate for the minimum of 250 grams for a weekly or a monthly periodical is proportionately less than the rate for a periodical weighing more than 250 grams, whereby a penalty is placed upon increasing the weight above 250 grams.
4. That there is great liberality with respect to the mailing of supplements and premiums as well as in permitting the combination of the morning and evening editions of the same paper. The limitations in this respect lie in the fact that the ordinary supplement increases the net cost of each periodical published less often than once a week by increasing the weight.



APPENDIX No. 5

LIBRARY OF CONGRESS

DIVISION OF BIBLIOGRAPHY

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LIST OF WORKS

RELATING TO

SECOND-CLASS MAIL MATTER

COMPILED UNDER THE DIRECTION OF

APPLETON PRENTISS CLARK GRIFFIN

CHIEF BIBLIOGRAPHER

WASHINGTON

GOVERNMENT PRINTING OFFICE

1906





## LIST OF WORKS RELATING TO SECOND-CLASS MAIL MATTER.

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1848. Reduced postage. Letter from the Postmaster-General transmitting a communication from the First Assistant Postmaster-General in regard to a system of reduced postages, etc. December 22, 1848. 29 pp. 8°. 30th Congress, 2d session. House executive document No. 17. 540
1850. Report from the Committee on the Post-Office and Post-Roads, to whom was referred "a bill to reduce the rates of postage." June 3, 1850. 11 pp. 8°. 31st Congress, 1st session. Senate report No. 148. 565
1850. Reduction of rates of postage. Report from the Committee on the Post-Office and Post-Roads. July 24, 1850. 8 pp. 8°. 31st Congress, 1st session. House report No. 411. 585
1852. Rates of postage. Report from the Committee on Post-Offices and Post-Roads in relation to the postage on newspapers, periodicals, and other printed matter. January 29, 1852. 3 pp. 8°. 32d Congress, 1st session. House report No. 49. 656
1857. Communication from Pliny Miles, of New York, in favor of a reform of the postal system, accompanied by a bill. February 23, 1857. 7 pp. 8°. 34th Congress, 3d session. Senate miscellaneous document No. 50. 890
1881. Postage on second-class matter at certain offices. Report from the Committee on the Post-Office and Post-Roads. January 8, 1881. 1 page. 8°. 46th Congress, 3d session. House report No. 48. 1982
1882. Weight, cost of carriage, and postage on second-class mail matter. Letter from the Postmaster-General in response to a resolution of the House of Representatives, giving the weight, cost of carriage, and postage collected on second-class mail matter for the year ended June 30, 1881. May 23, 1882. 4 pp. 8°. 47th Congress, 1st session. House executive document No. 206. 2031
1882. Postage on second-class mail matter at letter-carrier offices. Report from the Committee on the Post-Office and Post-Roads. January 30, 1882. 1 page. 8°. 47th Congress, 1st session. House report No. 126. 2065
1884. Mail matter of the second class. Report from the Committee on the Post-Office and Post-Roads. January 23, 1884. 4 pp. 8°. 48th Congress, 1st session. House report No. 101. Report on "the bill fixing the rate to be paid upon mail matter of the second class thereof, when sent by persons other than the publishers or news agent." 2253
1884. Postage on second-class mail matter at letter-carrier offices. Report from the Committee on the Post-Office and Post-Roads. January 30, 1884. 1 page. 8°. 48th Congress, 1st session. House report No. 125. 2253
1884. Publications at second-class rates. Report from the Committee on the Post-Office and Post-Roads. May 12, 1884. 2 pp. 8°. 48th Congress, 1st session. House report No. 1546. Report on "the bill (H. R. 6739) to permit the publishers of newspapers to send marked copies of their publications at second-class rates." 2258
1885. Postage on second-class mailable matter. Report from the Committee on the Post-Office and the Post-Roads. February 4, 1885. 2 pp. 8°. 48th Congress, 2d session. House report No. 2498. 2328
1888. Second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. January 31, 1888. 2 pp. 8°. 50th Congress, 1st session. House report No. 177. 2598
1890. Report from the Committee on Post-Offices and Post-Roads on the bill (S. 698) extending the privilege of the mail free of postage to historical societies. February 17, 1890. 2 pp. 8°. 51st Congress, 1st session. Senate report No. 294. 2703
1890. Postage on periodical publications. Report from the Committee on the Post-Office and Post-Roads. April 7, 1890. 4 pp. 8°. 51st Congress, 1st session. House report No. 1308. 2811
1890. Second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. May 17, 1890. 3 pp. 8°. 51st Congress, 1st session. House report No. 2027. 2812

1890. Return of second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. December 16, 1890. 3 pp. 8°. 51st Congress, 1st session. House report No. 3307. 2885
1892. Postage on semiweekly and triweekly publications. Report from the Committee on the Post-Office and Post-Roads. July 19, 1892. 2 pp. 8°. 52d Congress, 1st session. House report No. 1951. 3048
1894. Rate of postage on certain periodicals. Report from the Committee on the Post-Office and Post-Roads. March 1, 1894. 5 pp. 8°. 53d Congress, 2d session. House report No. 513. 3270
1896. Report from the Committee on Post-Offices and Post-Roads. April 17, 1896. 1 page. 8°. 54th Congress, 1st session. Senate report No. 729. Recommending that bulletins of State boards of agriculture be admitted to the mails as second-class matter. 3360
1896. Second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. February 5, 1896. 31 pp. 8°. 54th Congress, 1st session. House report No. 260. Reprinted in Senate report No. 1517, 54th Congress, 2d session, pp. 181-211. 3457
1896. Letter from the Postmaster-General, in response to Senate resolution dated June 6, 1896, calling for information and copies of papers relating to certain rulings of the Department made during the six months preceding the passage of said resolution, having reference to second-class mail matter. December 12, 1896. 6 pp. 8°. 54th Congress, 2d session. Senate document No. 22. 3467
1896. Postal laws. Report from the Committee on Rules. December 19, 1896. 1 page. 8°. 54th Congress, 2d session. House report No. 2359. 3554
1897. The Loud bill. Report from the Committee on Post-Offices and Post-Roads. February 22, 1897. iii, 211, 10 pp. 8°. 54th Congress, 2d session. Senate report No. 1517, part 1-2. Text of the bill, pp. ii-iii; Notes of Hearings [Jan., 1897] before the Committee on Post-Offices and Post-Roads of the Senate of the United States on the subject of H. R. 4566, to amend the postal laws relating to second-class mail matter, and commonly known as the Loud bill, pp. 1-179; Reprint of House report No. 260, 54th Congress, 1st session, pp. 181-211; Views of the minority, part 2, pp. 1-10. 3476
1898. Second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. January 5, 1898. 34 pp. 8°. 55th Congress, 2d session. House report No. 73. 3717
1899. Second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. January 4, 1899. 23 pp. 8°. 55th Congress, 3d session. House report No. 1715. Pp. 2-23 contain a reprint of House report No. 73, 55th Congress, 2d session. 3840
1900. Certain publications as second-class mail matter. Report from the Committee on Post-Offices and Post-Roads. May 25, 1900. 2 pp. 8°. 56th Congress, 1st session. Senate report No. 1499. 3895
1900. Second-class matter. Report from the Committee on the Post-Office and Post-Roads. February 19, 1900. 23 pp. 8°. 56th Congress, 1st session. House report No. 376. 4022
1900. Second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. April 7, 1900. 2 pp. 8°. 56th Congress, 1st session. House report No. 951. 4024
1900. Certain publications as second-class mail matter. Report from the Committee on the Post-Office and Post-Roads. May 10, 1900. 2 pp. 8°. 56th Congress, 1st session. House report No. 1431. 4026
1900. Refund of excessive postage on certain periodicals. Report from the Committee on Claims. May 23, 1900. 9 pp. 8°. 56th Congress, 1st session. House report No. 1698. 4026
1901. Report [and testimony] of the joint commission to investigate the postal service. Washington: Government Printing Office, 1901. 3 vols. Plates. Maps. Diagrams. 8°. 56th Congress, 2d session. Senate document no. 89. The report, without testimony, is printed as House report No. 2284, 56th Congress, 2d session. 4036-4038, 4212
1902. Letter from the Postmaster-General, in response to the resolution of the Senate calling for information as to the construction placed by the Post-Office Department upon the existing law prescribing the postage for periodical publications like those published by churches, etc. February 28, 1902. 4 pp. 8°. 57th Congress, 1st session. Senate document No. 222. 4234
1903. Postal rates on periodicals. Letter from the Postmaster-General submitting an estimate of the effect on the revenue of the Post-Office Department in case of the adoption of the amendment giving all periodicals the same rate and terms as

- that now given weekly periodicals. March 2, 1903. 2 pp. 8°. 57th Congress, 2d session. Senate document No. 208. 4430
1905. Punishing certain cases of fraud upon the postal service. Report from the Committee on the Post-Office and Post-Roads. February 23, 1905. 2 pp. 8°. 58th Congress, 3d session. House report No. 4836. 4762
1906. Postage for college publications, etc. Letter from the Postmaster-General transmitting response to Senate resolution of December 15, 1905. 3 pp. 8°. 59th Congress, 1st session. Senate document No. 152.
1906. Letter from the Postmaster-General, transmitting an answer to the inquiry of the House as to the status of "The Union News," of Thomaston, Ga., with reference to the use of the mails. March 24, 1906. 3 pp. 8°. 59th Congress, 1st session. House document No. 650.
1906. Second-class mail matter. Letter of the Postmaster-General to the chairman of the Committee on Post-Offices and Post-Roads, United States Senate, relative to the appointment of a commission to investigate, consider, and report findings and recommendations regarding second-class mail matter. May 5, 1906. 3 pp. 8°.

## III. ARTICLES IN PERIODICALS.

1817. Newspaper Postage. Niles' Weekly Register, vol. 13 (Oct. 25, 1817): 129-130. Advocates the abolition of postage rates on newspapers.
1841. Report of George Plitt, special agent of the Post-Office Department. Feb. 3, 1841. New York Review, vol. 9 (July, 1841): 70-91. Recommendation that postage on newspapers be charged by weight, page 87.
1843. The Post-Office Department. Hunt's Merchants' Magazine, vol. 9 (Nov., 1843): 436-444. "Postage on newspapers and magazines," pp. 438, 441-442.
1844. Post-Office Reform and Uniform Postages, James M. Whiton. Hunt's Merchants' Magazine, vol. 10 (Jan., 1844): 27-38.
1845. Post-Office Reform. American Review, vol. 1 (Feb., 1845): 199-214. "Newspapers and periodicals," page 210.
1845. The New Postage Law and its Advantages. Hunt's Merchants' Magazine, vol. 13 (July, 1845): 72-81. "Rates of postage on periodicals," page 75.
1847. The Post System. J. S. Duke. De Bow's Review, vol. 3 (Feb., 1847): 149-160; vol. 5 (Feb., 1848): 152-163. Free newspapers, vol. 3, page 160.
1848. Post-Office Reform. Joshua Leavitt. New Englander, vol. 6 (Jan., 1848): 111-120. "Newspaper postage," page 120.
1848. Our Post-Office. Joshua Leavitt. New Englander, vol. 6 (July, 1848): 393-404. "Newspaper postage," pp. 396, 397, 398, 399.
1848. The Post-Office. United States Magazine and Democratic Review, vol. 22, (Jan., 1848): 18-26. "Newspaper postage," page 24.
1851. Postal Reform—Cheap Postage. Harper's New Monthly Magazine, vol. 3 (November, 1851): 837-839. "Tax on newspapers," page 838.
1862. Our Postal System. Its Advantages, Requirements, and Shortcomings. Pliny Miles. Bankers' Magazine (New York), vol. 16 (Feb., 1862): 577-588.
1875. Our Post-Office. Gardiner G. Hubbard. Atlantic Monthly, vol. 35 (Jan., 1875): 87-104. "Burden of newspapers to the mails," page 95.
1897. The Postal Deficit and the Loud Bill. James L. Cowles. The Outlook, vol. 55 (Feb., 13, 1897): 500-503. "The postal deficit is not due to the cent-a-pound rate paid to the Government for postage on paper-covered books and on returned newspapers, but to the eight cents a pound tax levied by railway managers for a service that would yield them a handsome profit at one-half a cent a pound."
1897. A Step Toward Economy in the Postal Service. E. F. Loud. Forum, vol. 24 (December, 1897): 471-475. "Exclusion of books issued in form of serial libraries, etc., and exclusion of sample copy privilege from second-class matter would save the Government \$13,000,000 a year."
1898. Side Lights on Postal Reform. Orville J. Victor. Forum, vol. 24 (Feb., 1898): 723-728. "Increase in second-class matter not due to so-called 'libraries,' but to the advancing circulation of periodical publications. 'To prohibit it the freest use of the mails in its distribution over our vast domain is simply a crime against civilization.'"
1898. The Need of Postal Reform. E. F. Loud. North American Review, vol. 166 (March, 1898): 342-349. Discussion of the bill restricting the privileges of second-class matter, with consideration of different sections, in advocacy of the measure.
1899. Editorial cheap library post]. Education, vol. 20 (November, 1899): 177-178. An argument for the reduction of book postage in order to extend library privileges.
1900. Revival of the Second-Class Mail Matter Question. Scientific American, n. s.,



- vol. 82 (Feb. 24, 1900): 114. Approves the prohibition as second-class matter of books which are purposed to be periodical publications and opposes the zone system of charges.
1900. Postal Reform. Public Opinion, vol. 28 (Apr. 5, 1900): 423. "The overwhelming defeat of the bill for reformation of the postal service furnished additional evidence of the incapacity of the Government to conduct its business on business principles."—Nation. "No better evidence can be shown of the general desire for postal reforms than the number of bills now before Congress seeking changes in the present postal regulations."—Boston Transcript.
1901. The Work of the Postal Commission. William H. Moody. Independent, vol. 53 (Jan. 24, 1901): 195-198. "The deficit in the postal administration is unquestionably due to the great losses which are incurred in the transmission of second-class matter."
1901. The Work of the Postal Commission. Public Opinion, vol. 30 (Jan. 31, 1901): 133-134. Outlines Mr. Moody's article in the Independent of January 24, 1901.
1901. Bureaucracy in America. [Editorial.] The Arena, vol. 26 (Dec., 1901): 659-661. Takes exception to the rulings of the Post-Office Department regarding second-class matter.
1901. Publishers and the Postal Department. C. H. Howard. Arena, vol. 26 (Dec., 1901): 570-577. Discusses the circular of the Third Assistant Postmaster-General of April 13, 1901, the subsequent action of publishers of periodicals, the rulings of July 17, 1901, and holds that second-class matter does not cause the postal deficit.
1901. Postal Changes, Good and Bad. Outlook, vol. 69 (Dec. 28, 1901): 1053-1054. Discusses the case of the periodical publication "Appeal to Reason," and questions the authority of the Third Assistant Postmaster-General in rulings restricting the second-class mailing privilege.
1902. The Postal Service. Scientific American Supplement, vol. 53 (Jan. 11, 1902): 21769-21770. Review of the Report of the Postmaster-General for 1901 contains a review of abuses in second-class matter.
1902. Defects and Abuses in Our Postal System. Henry A. Castle. North American Review, vol. 174 (June, 1902): 807-819; vol. 175 (July, 1902): 115-127. "It is argued that the saving on second-class matter to be effected by reforms recently inaugurated will compensate for the loss of revenue by reason of reduced letter postage. But that saving is still in abeyance, and is a purely speculative benefit to be realized, if at all, in the distant future."
1902. The Post-Office System. J. W. Sullivan. American Federationist, vol. 9 (Aug., 1902): 415-421; (Oct., 1902): 693-697. Abuse of second-class privileges. page 417.
1902. A "Reform" Without a Principle. Outlook, vol. 72 (Nov. 29, 1902): 719. Editorial on the report of the Third Assistant Postmaster-General, which concludes: "For our part, we can see no reason for more than three classes of mail matter:— (1) Written matter—letters and postal cards. (2) Printed matter of every sort. (3) Merchandise. If the equalizing of rates upon printed matter requires that the rate charged to newspapers shall be increased or the rates to rail roads shall be diminished, or both, then by all means let these changes be made. But let us have a system which is based upon some principle of justice."
1903. The Post-Office and the People. M. G. Cuniff. World's Work, vol. 7 (Nov., 1903): 4074-4085; (Dec., 1903): 4245-4254 (March, 1904): 4085, 4589-4594. "In brief, the classification of mail is governed by laws fitted to another generation; it takes no heed of the problems of the day."
1905. The Post-Office: Its Facts and its Possibilities. R. R. Bowker. American Monthly Review of Reviews, vol. 31 (Mar., 1905): 325-332. Newspaper postage. pp. 327-328. A reformed system of rates, page 332.
1905. Post-Office Reform. An interview with Third Assistant Postmaster-General Madden. Charles L. Benjamin. Printers' Ink, vol. 52 (July 5, 1905): 10-19.
1906. Postal Rates and Literature. Charles William Burrows. Yale Review, vol. 14 (Feb., 1906): 343-360. "It would seem beyond belief that these flagrant abuses, which have become so menacing, should go on uninterruptedly. Their palpable obstruction of all advance in line with public welfare must arouse a storm of opposition when it is once generally understood."

#### IV. SECOND-CLASS MAIL MATTER: SPEECHES IN THE CONGRESSIONAL GLOBE AND CONGRESSIONAL RECORD.

1842. Bill to reduce and equalize the rates of postage. Debated by Senators Merrick, Buchanan, Walker, and others. July 22-27, 1842. (*In Congressional Globe*, 27th Congress, 2d session, vol. 9, pp. 776, 781, 786, 795-796.)

1844. The post office laws. Remarks of Senator Merrick, January 22, 1844. (*In Congressional Globe*, 28th Congress, 1st session, vol. 12, pp. 171-172.) Contains remarks on reduction of postage on newspapers.
1844. Reduction of postage and abatement of the franking privilege. Remarks by Senators Merrick, Buchanan, Woodbury, Evans, and others, March 22, April 23, 1844. (*In Congressional Globe*, 28th Congress, 1st session, vol. 12, pp. 422-424, 547-548.)
1844. Reduction of postage and abatement of the franking privilege. Speech of Senator Merrick, March 29, 1844. (*In Congressional Globe*, 28th Congress, 1st session, vol. 12, pp. 457-459.)
1845. Post-office reforms. Debated by Senators Merrick, Simmons, Breese, Woodbury, Ashley, Phelps, McDuffie, and others, January 28, 1845-March 1, 1845. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, pp. 205-206, 212-215, 220-221, 234, 238-240, 252, 254, 257-258, 260-264, 375-376.)
1845. Post-office bill. Debated by Messrs. Hopkins, Rathbun, Hamlin, Payne, Cobb, Yancey, and others, February 24, 25, 27, 1845. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, pp. 337-340, 347-349, 353-354.)
1845. Speech of Senator John M. Niles on the bill to reduce the rates of postage, etc., January 16, 1845. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, Appendix, pp. 209-212.)
1845. Speech of Amasa Dana, in the House of Representatives, February 25, 1845, on the bill to reduce the rates of postage. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, Appendix, pp. 227-229.)
1845. Speech of Thomas J. Paterson, in the House of Representatives, March 1, 1845, on post-office reform and the reduction of the rates of postage. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, Appendix, pp. 246-252.)
1845. Speech of Senator William D. Merrick, on the bill to reduce the rates of postage, etc., January 27, 1845. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, Appendix, pp. 263-267.)
1845. Speech of William L. Yancey, in the House of Representatives, February, 1845, on the bill to reduce the rates of postage. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, Appendix, pp. 307-308.)
1845. Speech of Senator James F. Simmons, February 6, 1845. (*In Congressional Globe*, 28th Congress, 2d session, vol. 14, Appendix, pp. 364-367.)
1846. New postage bill. Remarks of W. P. Thomasson in the House of Representatives, July 28, 1846. (*In Congressional Globe*, 29th Congress, 1st session, vol. 15, Appendix, pp. 1154-1155.)
1848. Reduction of postage. Remarks of Senator John M. Niles, June 21, 1848. (*In Congressional Globe*, 30th Congress, 1st session, vol. 17, Appendix, pp. 705-706.)
1849. Reduced rates of postage. Debated by Senators Niles, Underwood, Allen, Foote, Cameron, Hamlin, Wescott, and others, January 17, 19, 1849. (*In Congressional Globe*, 30th Congress, 2d session, vol. 18, pp. 275-280, 300-302.)
1849. Speeches of Senator William Allen, on reduction of postage, January 24, February 5, 1849. (*In Congressional Globe*, 30th Congress, 2d session, vol. 18, pp. 342-346, 442-445.)
1849. Speech of Senator John M. Niles, on reduction of rates of postage, February 5, 1849. (*In Congressional Globe*, 30th Congress, 2d session, vol. 18, pp. 445-447.)
1849. Reduction of the rates of postage. Speech of Senator John M. Niles, February 2, 1849. (*In Congressional Globe*, 30th Congress, 2d session, vol. 18, Appendix, pp. 81-86.)
1849. Postage reform. Speech of W. L. Goggin, in the House of Representatives, February 21, 1849. (*In Congressional Globe*, 30th Congress, 2d session, vol. 18, Appendix, pp. 139-144.)
- 1850-1851. The cheap postage bill. Debated by Messrs. Potter, Cartter, Sackett, Ashmun, Brown, Thompson, Morse, Taylor, Green, Conger, Thurston, Wentworth, Watkins, and others, December 18, 19, 31, 1850, January 4, 11, 13-17, 1851. (*In Congressional Globe*, 31st Congress, 2d session, vol. 23, part 1, pp. 70-76, 84-93, 139-145, 165-171, 216-225, 227-229, 232-239, 240-246, 252-262, 264-267.)
1851. Reduction of postage. Debated by Senators Rusk, Gwin, Borland, and others, February 24, 1851. (*In Congressional Globe*, 31st Congress, 2d session, vol. 23, part 1, pp. 672-675.)
1851. Reduction of postage. Debated by Senators Rusk, Seward, Dayton, Hamlin, Chase, and others, February 17-20, 1851. (*In Congressional Globe*, 31st Congress, 2d session, vol. 23, part 2, Appendix, pp. 256-275.)
1852. Postage rates. Debated by Messrs. Olds, Brooks, Skelton, and others, in the House of Representatives, July 9, 10, 1852. (*In Congressional Globe*, 32d Congress, 1st session, vol. 24, part 3, pp. 1711-1713, 1725-1728.)

1852. Newspaper postage rates. Debated by Messrs. Olds, Cartter, Washburn, and others, in the House of Representatives, July 12, 1852. (*In Congressional Globe*, 32d Congress, 1st session, vol. 24, pp. 1743-1745.)
1852. Modification of postage rates. Debated by Senators Hamlin, Rusk, Borland, and others, August 20, 1852. (*In Congressional Globe*, 32d Congress, 1st session, vol. 24, pp. 2268-2269.)
1854. Postage bill. Debated by Messrs. Olds, Wentworth, and others, in the House of Representatives, April 13, June 16, 1854. (*In Congressional Globe*, 33d Congress, 1st session, vol. 28, part 2, pp. 909-912; 1420-1425.)
1854. Reduction of postage. Speech of J. R. Chandler, in the House of Representatives, June 7, 1854. (*In Congressional Globe*, 33d Congress, 1st session, vol. 29, Appendix, pp. 866-868.)
1859. Postage on newspapers, etc. Remarks by Messrs. English, Washburn and others, in the House of Representatives, February 17, 1859. (*In Congressional Globe*, 35th Congress, 2d session, part 2, vol. 49, part 1, pp. 1090-1093.)
1862. Newspaper postage. Debated by Messrs. Colfax, Riddle, Blair, and others, in the House of Representatives, January 21, 1862. (*In Congressional Globe*, 37th Congress, 2d session, part 1, vol. 57, pp. 419-427.)
1862. Postal reform. Speech of John Hutchins, in the House of Representatives, May 19, 1862. (*In Congressional Globe*, 37th Congress, 2d session, Appendix, vol. 60, pp. 157-161.)
1865. Postal laws. Remarks by Senators Collamer, Hale, Johnson, and others, February 8, 1865. (*In Congressional Globe*, 38th Congress, 2d session, part 1, vol. 67, pp. 654-656; 660-662.)
1873. Amendment of postal laws. Debated by Messrs. Farnsworth, Roberts, Hawley, and others, in the House of Representatives, February 11, 1873. (*In Congressional Globe*, 42d Congress, 3d session, part 2, vol. 108, pp. 1260-1264.)
1884. Postage on second-class matter. Remarks by Messrs. Bingham, Warner, and Townshend, in the House of Representatives, February 18, 1884. (*In Congressional Record*, 48th Congress, 1st session, vol. 15, part 2, pp. 1206-1208.)
1888. Mailable matter. Remarks by Messrs. Blount, Cannon, Bingham, and others, in the House of Representatives, February 2, 1888. (*In Congressional Record*, 50th Congress, 1st session, vol. 19, part 1, pp. 910-914.)
1896. Second-class mail service. Speech of Eugene F. Loud, in the House of Representatives, December 15, 1896. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 185-189.)
1897. Speech of Lemuel E. Quigg, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 462-466.)
1897. Speech of John C. Kyle, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 466-468.)
1897. Speech of Theodore E. Burton, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 469-470.)
1897. Speech of Grove L. Johnson, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 470-473.)
1897. Speech of Jacob H. Bromwell, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 473-476.)
1897. Speech of H. W. Ogden, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 476-478.)
1897. Speech of A. J. Cummings, in the House of Representatives, January 5, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 478-480.)
1897. Speech of S. L. Millikin, in the House of Representatives, January 6, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 501-503.)
1897. Speech of John P. Tracey, in the House of Representatives, January 6, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 503-505.)
1897. Speech of H. H. Bingham, in the House of Representatives, January 6, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 505-507.)
1897. Remarks in the House of Representatives, by Messrs. Loud, Cannon, Tracey, Hepburn, Kyle, Quigg, and others, January 6, 1897. (*In Congressional Record*, 54th Congress, 2d session, vol. 29, part 1, pp. 507-518.)
1898. Remarks of William H. Hinrichsen, in the House of Representatives, March 1, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2328-2329.)
1898. Speech of Eugene F. Loud, in the House of Representatives, March 1, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2329-2337.)

1898. Speech of John A. Moon, in the House of Representatives, March 1, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2337-2339.)
1898. Speech of George D. Perkins, in the House of Representatives, March 1, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2339-2343.)
1898. Postage on second-class matter. Debated by Messrs. Vandiver, Clark, Bingham, Bromwell, Robinson, Griggs, and others, in the House of Representatives, March 3, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2427-2447.)
1898. Speech of J. C. Bell, in the House of Representatives, March 2, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2373-2375.)
1898. Speech of Jerry Simpson, in the House of Representatives, March 2, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2375-2378.)
1898. Speech of Champ Clark, in the House of Representatives, March 2, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2378-2380.)
1898. Speech of Jacob H. Bromwell, in the House of Representatives, March 2, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2380-2384.)
1898. Speech of Seth W. Brown, in the House of Representatives, March 2, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2384-2386.)
1898. Speech of John Jacob Lentz, in the House of Representatives, March 2, 1898. (*In Congressional Record*, 55th Congress, 2d session, vol. 31, part 3, pp. 2386-2391.)
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1906. Postage on certain periodicals. Remarks by Senators Stone, Gallinger, and Allison, March 15, 1906. (*In Congressional Record*, 59th Congress, 1st session, March 15, 1906, pp. 3927-3930.)

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1793. Report on newspaper postage. Report from the committee to whom was referred that part of the President's speech which relates to the transportation of newspapers. February 18, 1793. (*In Annals of Congress*, vol. 3, 2d Congress, 1791-1793, Appendix, columns 1322-1323.)
1797. Post-offices and post-roads. Remarks by Messrs. Nicholas, Thatcher, Harper, Smith, and others. February 2, 1797. (*In Annals of Congress*, vol. 6, 4th Congress, 2d session, columns 2062-2063.)
1799. Alterations proposed to the post-office laws. Remarks submitted to Congress, by the Postmaster-General, to the House of Representatives, January 8, 1799. (*In Annals of Congress*, vol. 9, 5th Congress, 1797-1799, Appendix, columns 3671-3684.) Section 20 relates to newspapers.
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Prohibition of bills, receipts, and orders for periodical subscriptions as second-class matter.		
Stop the use of second-class privilege for unpaid periodical subscriptions.		
Prohibition of premium schemes or clubbing schemes which serve to make abnormal discounts upon the price of subscription.		
Prohibition of second-class privilege where dissemination of public information is not the primary purpose of the publication. Periodical publications that are filled with business announcements of the owners of the paper and which exchange advertising with other publications similarly situated should be rejected as house organs.		

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Give the right of court review upon the exercise of the authority of the Post-Office Department, either in the granting, withholding, or withdrawal of the second-class privilege, or the exclusion of improper matter, or the interpretation or construction of the postal law.

If periodical publications issued by benevolent or fraternal societies or lodges, or trade unions, or institutions of learning, or publications (not necessarily privileged), or professional, literary, historical, or scientific societies are to continue to enjoy the second-class mail privilege, they should at least be made to conform to the requirements imposed upon others admitted to that class, and they should divest themselves of a mercantile flavor.

If any material restriction is adopted in the use of second-class mail privilege, the reweighing of mail on all railroads should be made with reasonable dispatch, and thereby secure the immediate advantage of economies that may be planned by you, instead of awaiting the quadrennial weighings of railway mail matter.

Restrict the franking privilege.

Maintain 1 cent rate for periodical publications.

Cut-outs, music, pictures, and like matter not germane to the purpose of the publication should unquestionably be barred. What is not germane should be determined by a reasonable and sane construction.

The words "nominal rates" should be eliminated from the postal rates or materially qualified.

The law contains a specification barring regular publications designed primarily for advertising purposes. A strict and impartial enforcement of this provision would bar every successful publication from going through the mails, since every publication is not successful, at least not in theory, unless designed for advertising purposes.

The Post-Office regulations require that "each copy must be complete as originally printed" and mailed, and be exactly like all those of the same edition. Any change in the printing or removal of any part of the publication makes it third-class matter. The New York post-office can not handle the Sunday paper mailed under such conditions; there is not enough space, nor force, nor time to handle it according to these regulations.

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B. That bulk mail—i. e., mail for news agents and dealers—be sent outside the mails..... 114

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**Recommendations—Continued.****REASONS—**

1. It would be a simple and economical way of solving the question, which is still a revenue question. . . . . 115
2. First pound-rate law, intended to supersede the old copy rate, was an improvement in one respect, but it opened the door for abuses of the privilege. . . . . 116
3. Circulation was then small, and the future could not be foreseen. . . . . 112
4. News agent and dealer system was in its infancy. . . . . 112
5. Mistake of carrying matter for less than cost caused a rush into the publishing business, until now the market is over-supplied; bonus to blame for this. . . . . 112
6. At first papers went mainly to subscribers; now the reverse is true, and the bulk goes to dealers. . . . . 112
7. In the large centers publishers assist post-office by routing their own mail and delivering it to the railway station. . . . . 113
8. In many cases newspapers and periodicals are now sent outside the mails. It is said that 50 per cent of the combined circulation of newspapers and magazines is sent this way. For short distances the rates given by the railroads and the express companies are less than a cent a pound but the service given is not as thorough nor as expensive as that of the post-office. . . . . 113
9. No practical reason why matter that is not now handled by the post-office, except incidentally, should not be forwarded outside the mails. . . . . 113
10. Change in the law recommending limiting the second-class rates to papers and periodicals intended for subscribers, advertisers, and exchanges. . . . . 113
11. This would oblige publishers to extend their present system of forwarding their publications as express or fast-freight matter. . . . . 113
12. It is thought that they could make better terms with the companies than the Department. . . . . 113
13. They would require expensive service the post-office maintains for letter-mail service and which is also employed in carrying publications. . . . . 113
14. Immense saving to the Department in space, tonnage, equipment, cars required—in fact, in every conceivable way. . . . . 113

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**Recommendations—Continued.****REASONS—Continued.**

15. In line with present trend with present newspaper development and therefore likely to be adopted. . . . . 114

- C. 1. That in case neither of the foregoing recommendations is approved a 2-cent-a-pound rate on bulk packages addressed to news agents and dealers and a 3-cent rate on copies for subscribers, advertisers, and exchanges be adopted. . . . . 114, 116, 125
2. The abolition of the sample-copy privilege. . . . . 114, 117
3. The abolition of the transient rate of postage. . . . . 114, 117
4. The compulsory routing of second-class mail by publishers. . . . . 114, 117, 118
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- To be made obligatory. . . . . 114, 116, 117

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- Abolition of the privilege recommended. (Hubbard) . . . . . 114

**INLAND DAILY PRESS ASSOCIATION (p. 365-391):**

- Represents a tremendous number of county weeklies and interior dailies. (Glessner) . . . . . 365

**Abuses—**

- The present law adequate, provided existing laws regarding the exclusion of publications not entitled be enforced (*See* Nominal rate; Advertising purposes; Legitimate subscriber.) (Glessner) . . . . . 365

**Advertising purposes—**

- Second-class privilege abused by papers circulated for advertising purposes at from 10 to 25 cents per year. List of such papers with circulation. (Glessner) . . . . . 367

- The advertising papers are neither literary nor educational; sent to dead and incorrect addresses without expectation of subscription price. (Glessner). 371, 378

- Attempt to define an advertising sheet as one whose advertisements are those of mail-order house and where literary matter is chiefly stories and miscellany. (Glessner) . . . . . 383

- The various elements to be taken into account, quality and amount of advertising matter, nominal price, etc., leave the determination wholly to the judgment of the determining body. (Glessner) . . . . . 383

- Difficult to establish any rule as to the proportion of advertising to reading matter. (Glessner) . . . . . 384

- House organs should be excluded. (Glessner) . . . . . 387

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<b>Cost of handling second-class—</b>	
Sacks for second class handled in light sacks constituting but small percentage of that weight. (Glessner).....	366
Leather bags no longer in general use. (Glessner)....	388
Cost of transporting white paper from Boston to San Francisco in carload lots, $\frac{1}{2}$ cent per pound. (Western Freight Rates, May 1, 1906, A., T. and S. F., C., B. and Q., C., M. and St. P., C., R. I. and P. Rys., p. 100). (Glessner).....	367
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<b>Deficit—</b>	
Postal service, including rural free delivery, self-supporting, if allowance is made for Government free: (Glessner).....	365
Second class does not burden the Government as much as rural free delivery; comment of vice-chairman and Representative Moon. (Glessner).....	367
Deficit due to Government free matter. (Lowry)....	389
<b>Educational argument—</b>	
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Even if it should appear, by unquestionable mathematical demonstration, that the cost of handling second-class matter was 2 cents per pound, would adhere to the contention that the Government should lose the 1 cent in the diffusion of knowledge through daily, weekly, and biweekly newspapers. (Glessner).....	382
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<b>Increase of postage rate—</b>	
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<b>Legitimate list of subscribers—</b>	
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**INLAND DAILY PRESS ASSOCIATION—Continued.**

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**Legitimate list of subscribers—Continued.**

- A bona fide subscriber is one who authorizes a paper to be sent to his address for several issues, either by word of mouth or over his signature, with payment within a year and a half. (Glessner) ..... 374, 375
- It would be a hardship to require payment in advance or at the end of the current year. (Glessner) ..... 375
- No subscription should be considered bona fide nor entered into for less than six months with a weekly or one month for a daily, but credit of eighteen months should be extended. (Glessner) ..... 375
- A subscription should be considered dead when the time for which paid or the subscriber obligates himself to pay is expired. (Glessner) ..... 374
- Definition of subscriber exceedingly difficult. (Glessner) ..... 376
- A sworn statement as to the actual bona fide subscribers would be effective in purging their swollen list. (Glessner) ..... 371
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**Nominal rates—**

- The dividing line as to nominal rate should be placed at 50 cents a year, except as to religious publications. (Glessner) ..... 384
- But quære: Whether a price of 1 cent a copy should be permitted a daily and denied a monthly. (Glessner) ..... 385

**Railway mail pay—**

- Liberal allowance to railroads justified by the necessity of quick and regular transportation. (Glessner) ..... 366
- Rural free delivery has increased volume of mail delivered to country people, especially city dailies. (Glessner) ..... 368, 369
- Rural free delivery has increased advertisements in papers circulating in country districts of mail-order houses. (Glessner) ..... 370

**Sample copies—**

- Circulation is now chiefly built up by personal solicitation. (Glessner) ..... 373, 379



**INLAND DAILY PRESS ASSOCIATION—Continued.**

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**Sample copies—Continued.**

- Sample copies being used chiefly for advertising purposes, should be denied second-class rates absolutely. (Glessner)..... 372, 373, 379
- Absolute prohibition of samples would hamper the starting of newspapers to the advantage of those already established. (Glessner)..... 373
- Persons sending out samples to incorrect addresses should be notified and a penalty assessed against them equal to the third-class rate on the copy. A deposit to cover such charges might be required in advance. (Glessner)..... 373, 379
- Second-class, a producer of other classes of matter. (Glessner)..... 366, 370

**JENKINS, CHAS. F. (p. 175). See Agricultural Press.****KANSAS EDITORIAL ASSOCIATION (pp. 496-503):****Advertising purposes—**

- Advertising matter should be restricted to space equal to that of reading matter. (Blackburn)..... 500
- Any paper or magazine published for a nominal price, or that makes clubbing arrangements or special gifts or concessions, or that conducts with the paper or publishing house, a mercantile or other business for which the paper is used for an advertising medium, should be excluded. (Blackburn)..... 497
- The use by papers of general circulation of their own columns to advertise their own business is very slight as compared with those who do a side business in merchandise, etc. (Blackburn)..... 500

**Credit subscription—**

- Credit should not generally be limited: nothing, however, over five years. (Blackburn)..... 497

**Enclosures—**

- The privilege of inclosing clips, order blanks, etc., and other correspondence between publisher and subscriber should be abolished. (Blackburn.)..... 501

**Exchanges—**

- Exchanges are of value in performing the true function of the paper in respect of news, and if actual should not be disturbed. (Blackburn)..... 502, 503

**Free county privilege—**

- The rural free delivery, not assisting the weekly county publisher, furnishes no justification for removing free county privilege. (Blackburn)..... 498
- If rural free delivery constitute an office or carriers' office within present statute, there would be, nevertheless, no justification for permitting a county weekly to pass free while charging a daily; free county privilege should not be extended to include carrier service. (Blackburn)..... 499

**Inflated circulation—**

- All dead and undelivered copies should be returned at rate of 8 cents per pound. (Blackburn)..... 497

**KANSAS EDITORIAL ASSOCIATION—Continued.**

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**Nominal rate—**

Gifts, premiums, and club rates should be abolished. (Blackburn) ..... 501

**Sample copies—**

Sample copies of monthlies should be restricted to 2 issues per year; weeklies to 12; dailies to 30. (Blackburn)..... 497

All dead and undelivered copies should be returned at rate of 8 cents per pound. (Blackburn)..... 497

**Social value of second-class matter—**

Value of second-class rate in making a national market for many things, enabling the makers to produce the best for the least money because of the magnitude of their operation. (Blackburn)..... 498

The second-class privilege, inuring to the benefit of the public, has come to be regarded as a vested right of the public, not of the publishers. (Blackburn)..... 496

**KELLEY, JOHN F.** (p. 94). *See Weekly Publishers' Association of America.*

**LIVE-STOCK JOURNALS** (p. 678).

**LOWRY, A. K.** (p. 388). *See Inland Daily Press Association.*

**MAGILL, REV. GEO. P.** (p. 223). *See Sunday-school publications.*

**MADDEN, HON. EDWIN C., THIRD ASSISTANT POSTMASTER-GENERAL, ON BEHALF OF THE POST-OFFICE DEPARTMENT** (pp. 4-107):

**Attitude of the Department—**

In appearing before the Commission the Department is not making a case against the publishers, but against the statutes which are nonenforceable. (Madden)..... 33

**Advertising purposes—**

From one-half to three-fourths of all the newspapers and periodicals now published fairly fall within the prohibition of the statute against those designed primarily for advertising purposes. (Madden) ... 50

*See also Construction of Stat. II, 4 D.*

**Benevolent, etc., societies.** *See Fraternal societies.*

**Construction and application of the statutory terms—**

**I. "ALL NEWSPAPERS AND OTHER PERIODICAL PUBLICATIONS"—**

While law requires that newspapers and periodicals be admitted to the second class, it does not define the term newspaper or periodical. (Madden)..... 19

Department has not undertaken to define a newspaper as it exists to-day. (Madden)..... 19

Characteristics of a newspaper, as illustrated by the "Second Ward Roarer," Manatowac, Wis., 3½ by 2½ inches, weighing about 60 copies to the pound and confined to the locality where printed. (Madden)..... 20

Second attempt to enter "Second Ward Roarer." (Madden)..... 20

**MADDEN, HON. EDWIN C.—Continued.****Construction and application of the statutory terms—Cont'd.****I. "ALL NEWSPAPERS AND OTHER PERIODICAL PUBLICATIONS"—Continued.**

	Page.
Third attempt to enter "Second Ward Roarer." (Madden).....	21
Characteristics of a newspaper, as illustrated by the Daily Mercantile Reporter and Law Bulletin, consisting of a single sheet devoted to records of court proceedings, real estate, law notices, etc. (Madden).....	21
Characteristics of a newspaper, as illustrated by the Daily Reporter, Monticello, Ill., containing entries in neostyle. (Madden).....	21, 22
Characteristics of a newspaper, illustrated by Edward's Transcript of Record, San Francisco, weighing 40 or 50 copies to the pound. (Madden).....	22
Characteristics of a newspaper, illustrated by the Daily Reporter, Wilbur, Nebr., a neostyle publication carried for fourteen years as a periodical. (Madden).....	22
Characteristics of a newspaper, as illustrated by the New York Times Weekly Financial Quotation Review. The segregation of the Times has entitled it to a circulation of an independent paper. (Madden).....	22
Comparison of the New York Times Weekly Financial Review with Income Values and Quotation Record. The former admitted and the latter excluded. (Madden).....	22
Characteristics of a newspaper, as indicated by the Daily Index, Seattle, Wash. (Madden).....	22
Characteristics of a newspaper, Frankford Daily Index, Frankford, Kans.; printed on only one side and has only local information; brought within the statute by printing on two sides and adding clipped matter of public interest. (Madden).....	23
Characteristics of a newspaper; Scriptural Text; strip of tl in cardboard, 10 by 1 inch, published quarterly in a wrapper containing one card for each week in the quarter. Designed to be pasted together in the form of a chain. (Madden).....	23
Characteristics of a newspaper, as exemplified by the Inter-Session paper, published at Bayonne, N. J., consisting of instructions and concerning prayers. Issued by the head of a religious order to its members; composed of 16 leaves, 5 by 6 inches. (Madden).....	23
Characteristics of a newspaper, as exemplified by the Bible Banner Series, Stansbury, Mo., consisting originally of a single sermon. (Madden).....	24
Definition of a newspaper, as exemplified by the Berean Lesson Pictures. A quarterly consisting of 13 cards, one for each week, with the technical indicia of a publication and carrying a golden text. (Madden).....	37

**MADDEN, HON. EDWIN C.**—Continued.**Construction and application of the statutory terms**—Cont'd.

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**I. "ALL NEWSPAPERS AND OTHER PERIODICAL PUBLICATIONS"**—Continued.

An objection based upon the ground that the publication is not a newspaper or periodical, the publisher immediately seeks the use of scissors and paste pot to supply what appears to be wanted, whether editorial matter or news. If the Department seeks to pass judgment upon the character of matter, it is met with the objection that it is not a censor. (Madden).....

19

In the matter of local delivery the statute provides one rate for a newspaper and a different rate for a periodical. It becomes necessary then to determine whether a publication like the Saturday Evening Post, for instance, is a newspaper or periodical. (Madden).....

38

**II. "CONDITIONS FOR ADMISSION ENUMERATED IN SECTION 14"**—**1. Regularly issued at stated intervals**—

In construing the requirement that a publication must be issued regularly at stated intervals, the Department is compelled to forbid publications to combine two or more issues in one number. The law in this respect is being constantly violated by publishers, who plead ignorance of its effect. (Madden).....

24

Changes of the publication by special editions, extra issues, variant or enlarged editions, etc. (Madden).....

24

Publication is admitted on particular copies submitted with application. Variations from such sample constantly raises the question as to whether the original entered covers the new form of the publication. (Madden).....

25

Variations from the paper as originally entered is exhibited in the "Lariat," published at Davis City, Iowa. (Madden).....

25

Variations from the paper originally entered as exemplified by the Pacific Fisherman, Seattle, Wash. (Madden).....

26

Variations from the paper originally entered as exemplified by the Kinston Free Press, Kinston, N. C. (Madden).....

25

Variations from the paper originally entered as exemplified by the Evening Capital News, Boise, Idaho. (Madden).....

26

**2. Requirement of a known office of publication**—

Variations from the paper originally entered as exemplified by the Tacoma News and Herald, Tacoma, Wash. Submitted as a newspaper. Varied edition and pamphlet descriptive of the section served by the paper. (Madden).....

26

**MADDEN, HON. EDWIN C.**—Continued.

Page.

**Construction and application of the statutory terms—Cont'd.****II. "CONDITIONS FOR ADMISSION ENUMERATED IN SECTION 14"—Continued.****2. Requirement of a known office of publication—Cont'd.**

The rate of 1 cent a copy for newspapers and 1 cent a copy for periodicals under 2 ounces charged for delivery within the city of publication is evaded by the establishment of office of publication in a convenient suburb and mailing from that point into the city at 1 cent a pound. (Madden).....

27

**3. Printed paper sheets:**

Requirement that publication is formed of printed paper sheets operates to pad the paper with useless clipped matter. (Madden).....

27

See also *supra* "Newspapers and other periodical publications." (Madden).....

22

**4. REQUIREMENT THAT THE PUBLICATION MUST BE PUBLISHED FOR THE DISSEMINATION OF INFORMATION OF A PUBLIC CHARACTER OR DEVOTED TO LITERATURE, THE SCIENCES, ART, OR SOME SPECIAL INDUSTRY—**  
 Statute gives no clue as to the meaning of these terms. (Madden).....

27

**A. Public information—**

Requirement as to public information as affecting publications designed to furnish information to members of an organization or to furnish news to an individual parish or church as such. (Madden).....

27

Great difference of opinion as to the application of this requirement has led to three Congressional investigations. (Madden).....

28

Requirement as to public information illustrated by the Missouri Alumni Quarterly, published to reach the membership of the alumni association of that institution. (Madden).....

29

**B. Literature—**

Question whether the term devoted to literature means devoted to the subject of literature and not merely containing or consisting of literature. (Madden).....

29

A strict construction of the term "devoted to literature," similar to that of the term "devoted to the arts and sciences," would exclude a great portion of the leading magazines. (Madden).....

29

The question whether the term devoted to literature includes a publication made up entirely of fiction; whether one complete story or many stories or parts of stories. (Madden).....

30

**C. Some special industry—**

Illustrated by the Iron Age. (Madden).....

30

**D. Legitimate list of subscribers—**

Statute does not define subscriber. (Madden)....

31

Forms of subscription held by Department to be not legitimate. (Madden).....

32

**MADDEN, HON. EDWIN C.—Continued.**

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**Construction and application of the statutory terms—Cont'd.**

**II. "CONDITIONS FOR ADMISSION ENUMERATED IN SECTION 14"—Continued.**

**4. REQUIREMENT THAT THE PUBLICATION MUST BE PUBLISHED FOR THE DISSEMINATION OF INFORMATION OF A PUBLIC CHARACTER, ETC.—Continued.**

**D. *Legitimate list of subscribers*—Continued.**

The impossibility of promulgating a construction of existing statutes to cover all cases illustrated in the application of the proviso respecting actual subscribers and to subscription made upon credit; whether a credit subscription is a subscription at all is a question, and, if so, the extent to which credit may lawfully be given is also a question. A list of subscribers legitimate to-day may be illegitimate to-morrow. (Madden) ..... 30, 31

The subscription list is a continually fluctuating thing, and the list with which a magazine first enters is no indication what its subscription list may become in a short time. (Madden) ..... 99

**E. *Primarily designed for advertising purposes, etc.*—**

The prohibition of publications primarily designed for advertising purposes affords great possibilities of construction. (Madden) ..... 31

What is meant by "primarily designed for advertising" must be decided in every individual case, yet the statute furnishes no test of that design. (Madden) ..... 96

A strict construction and enforcement of that prohibition would probably force out of the second class from 60 to 70 per cent of all newspapers and from 70 to 80 per cent of all magazines. (Madden) ..... 32

Ratio of advertising to text shown by Harper's Magazine from October, 1905, to September, 1906: total weight of 12 copies, 276 ounces; percentage of advertising of Harper Bros.'s publications, including magazines, 7.1 per cent; percentage of advertising of Harper Bros., including Harper's Magazine and the Review of Books, published by Harper Bros., 9.5 per cent; cost of distributing same matter in circular form to 100,000 persons, \$1,000. (Madden) ..... 33

In the case of newspapers, any attempt to preserve a balance between advertising and text results merely in addition of sufficient amount of "clipped" text to offset new advertisements. (Madden) ..... 33

The general ratio of advertising matter to reading matter, as exemplified by the Vehicle Dealer—

Total pages, 85, independent of supplement.

Text pages, 32, or 36 per cent.

Advertising pages, 56, or 64 per cent.

Total publication and supplement, 223 pages.

Pages of text, 32, or 14 per cent; advertising pages, 196, or 86 per cent. (Madden) ..... 32

**MADDEN, HON. EDWIN C.**—Continued.

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Construction and application of the statutory terms—Cont'd.

## II. "CONDITIONS FOR ADMISSION ENUMERATED IN SECTION 14"—Continued.

## 4. REQUIREMENT THAT THE PUBLICATION MUST BE PUBLISHED FOR THE DISSEMINATION OF INFORMATION OF A PUBLIC CHARACTER, ETC.—Continued.

E. *Primarily designed for advertising purposes, etc.*—Continued.

The general ratio of advertising matter to reading matter is exemplified by 26 consecutive issues of Iron Age, whose second-class status is unquestioned —

Total pages, 7,676.

Text pages, 2,118, or 27 per cent.

Pages of advertisements, 5,560, or 72 per cent.

Total weight, 45½ pounds. (Madden) ..... 31

Upon the question whether a publication is primarily designed for advertising purposes, the proportion would have great, although not necessarily, decisive weight. (Madden) ..... 97

It is impossible to fix a hard and fast line with respect to the percentage of advertising by which alone a periodical would be determined as "primarily designed for advertising purposes." There would be no greater justification in excluding one with 72 per cent than one with 50 per cent. (Madden).... 98

The strict enforcement of the present statute would so overwhelmingly disturb the existing conditions that it is preferable to have a statute making the whole matter plain. (Madden) ..... 98

In an average newspaper 16 pages contain all the news usually printed, yet newspapers commonly run from 50 to 70 pages, reading matter being inserted to balance the advertising. (Madden) ..... 34

The modern newspaper is extended to include sheet music, which otherwise is chargeable as third-class matter. On the question of "primarily designed for advertising purposes," the publication balances advertising matter against this music. (Madden).... 34

Advertising matter to be balanced off against so-called "funny matter," which is printed at a central office and distributed to papers carrying it. (Madden) ..... 34

So-called mail-order journal as illustrated by the Ladies Magazine, Portland, Me. (Madden) ..... 45

So-called mail-order magazine is made up of fiction and advertisements; in order to balance the increasing advertising a little more fiction is added. The publication is sold at anything, from 25 to 5 cents per year. (Madden) ..... 45

The advancement in the art of advertising has made the average publishing house a substantial agency for distributing advertising matter. (Madden).... 50

**MADDEN, HON. EDWIN C.**—Continued.

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**Construction and application of the statutory terms—Cont'd.**

**III. ADVERTISEMENTS ATTACHED PERMANENTLY TO THE SAME—**

Advertising coupons intended to be detached and used in correspondence by reader. (Madden) . . . . 83-84

**IV. SUPPLEMENTS—**

Articles held not to be supplements. (Madden) . . . . 34

Things ruled out as supplements are sought to be introduced as sections. (Madden) . . . . . 35

Circulars with post cards at bottom to be cut off and used. (Madden) . . . . . 35

Supplement as exemplified in the Berean League Cluster. (Madden) . . . . . 35

Wall paper as a supplement to the New Era. (Madden) . . . . . 35

Application of the term "supplement" as exemplified by the Vehicle Dealer, in which the supplement is larger than the original print and is *one continuous advertisement*. (Madden) . . . . . 35

As exemplified by the Daily Centralia and the supplement, The Illustrated Centralia, a write-up of the town itself. (Madden) . . . . . 35

Forest City Times issues a supplement, calling it the Art Supplement, consisting of a "write-up" substantially an advertisement. (Madden) . . . . . 36

Question of supplement as illustrated by the Financial Commercial Chronicle; a bank quotation supplement, being excluded as such, was brought back by calling it a section and inclosing it with the main paper in a folder. (Madden) . . . . . 36

As exemplified by the Michigan Volksblatt; a calendar to be hung upon the wall. (Madden) . . . . . 36

**V. ORIGINAL PRINT, ADDITIONS TO THE—**

Modern methods of publishing make it difficult to determine what is original print. (Madden) . . . . . 39

The question of additions as illustrated by the Riley Regent, with an advertisement on which is pasted a piece of gingham; the Buyers' Bulletin with samples of dye wool; the Boot and Shoe Recorder blotters upon which are printed advertisements; the Confectioners' Review with an advertisement printed on wax paper, constituting a sample of the paper and advertisement; the Inland Printer with samples of printing work done by a new process and with ink advertisement and samples of paper upon which the advertisements of the maker is printed. (Madden) . . . . . 39

It has been impossible to enforce the law as to such inserts. (Madden) . . . . . 40

Question of original prints and inserts illustrated by a magazine of Minneapolis, Minn., with a page devoted to calcimine tints. (Madden) . . . . . 40



**MADDEN, HON. EDWIN C.—Continued.**

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**Construction and application of the statutory terms—Cont'd.****V. ORIGINAL PRINT, ADDITIONS TO THE—Continued.**

Illustrated by the Seattle Times of February 25, 1896, consisting of 160 pages in 15 parts, only one of which is an actual newspaper, others being largely pictures. (Madden) .....	41
Illustrated by the comic sheets of Daily Argus and Leader of Sioux Falls, S. Dak., and 10 other papers, such matter being printed in New York and distributed free to all publishers who will inclose it with their papers. (Madden) .....	41
Illustrated by the incorporation of a printed speech identical in form to a number of papers. (Madden) .....	42
Illustrated by the five forms of the Philadelphia Press—the Philadelphia Press, the Sunday Philadelphia Press, the Philadelphia Sunday Press, Sunday Magazine of the Philadelphia Press. (Madden) .....	42
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**AVERAGE HAUL.**

Publications	Subscribers' copies.	Samples.	Combined.
	<i>Miles.</i>	<i>Miles.</i>	<i>Miles.</i>
Daily newspapers.....	287.49	441.86	288.03
Weeklies.....	497.46	497.09	497.45
Scientific periodicals.....	808.35	794.31	807.71
Trade journals.....	711.08	702.01	710.48
Religious.....	667.31	736.77	667.72
Educational.....	629.61	685.66	631.41
Agricultural.....	523.21	536.41	524.09
Magazines.....	995.85	988.50	995.10
Miscellaneous.....	1,033.70	960.44	1,032.32
All classes.....	599.56	833.20	568.85

(Shallenberger) .....

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The Postal Convention with Canada providing for the free passage of periodicals from either country across the border, was, by reason of the removal to Canada of publications excluded from the domestic mail, amended so as to permit either country to deny admission to a periodical of the other which it would not admit if domestic. The burden of constant classification resulting from the application of this provision has at length induced the Canadian Government to give notice to abrogate the whole convention so far as it relates to the interchange of periodical publications. (Shallenberger).....

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**Credit subscription—**

Should be limited. (Terhune)..... 302

Credit subscription should be limited to one year.  
(Resol. F. P. A.)..... 714

**Express—**

Trade papers like the Dry Goods Economist, American Machinist, Power, Engineering Journal use the express practically not at all. (Root; Hill). 295, 302

Mailed direct to subscribers and by reason of special character only to slight extent to news agents. (Hill)..... 302

American Machinist delivers local copies in New York City by United District Messenger Service at 1 cent per copy and undelivered copies returned with explanation. (Hill)..... 302

Foreign circulation of American trade papers should be increased by favorable treaty provisions. (Root)..... 279

**Increase of rate—**

A uniform high rate on all printed matter while convenient for the Post-Office Department would check the development of industry and commerce. (Root)..... 278

Whether a different and higher rate on advertising matter than on text would increase subscription price or advertising rate depends on degree of the difference. (Root)..... 282

Whether a particular paper could stand an increase of postage on advertising matter could only be determined by looking at its balance sheet to see whether the amount of the increase would wipe out its present profit on the whole cost. (Root)..... 285, 287

Increase to 4 cents per pound would wipe out the profit of the leading and best established trade papers. (Root; Terhune)..... 296, 303

Any change would wipe out the rank and file. (Root). 299

Increase to 4 cents would injuriously affect printing trade. (Boston Typographical Union, No. 13)..... 303

As a matter of public policy the present rates should be maintained. (Root)..... 298

Revision: The law might, however, be simplified and regulation, built upon practice, codified into law, and ample provisions made for inspection. (Root; resolution F. T. A.)..... 278, 714

**Sample copies—**

Sample copies should be limited. (Terhune)..... 302

Sample-copy privilege should be abolished. (Resolution F. T. A.)..... 714

Limitation of the trade papers' field and the large expense per copy automatically restrict sample and free copies, as well as confine its circulation to comparatively small numbers. A circulation of 10,000 copies is unusually large. (Root)..... 297

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**Sample copies—Continued.**

Second-class matter as a producer of first class: In 1905 American Machinist and two allied publications paid second class, \$9,851.87, and first class, \$12,216.58. (Hill)..... 301

Slower transportation of second-class matter in bulk not acceptable to trade papers, as the delay in market quotations and the like would be fatal (Root). 300

**Recommendations—**

That the present law be supplanted by a new law, simple, clear, and specific, that will avoid as much as possible the necessity of rulings by the Department officials.

The abolition of the present discrimination in favor of weekly publications as against fortnightly, monthly, and quarterly, and other publications which must have stamps affixed when mailed to subscribers in the city of publication.

That the existing regulations denying admission of publications having nominal subscription rates be retained.

That publishers should under no circumstances be permitted to mail papers at the second-class rate to subscribers who are more than one year in arrears, or to subscribers who pay less than 50 per cent of the published price, whether through premiums, combination methods, or otherwise.

That no samples shall be circulated at second-class rates.....

That a more perfect system of inspection of subscription lists and accounts of publishers should be devised, with a view to providing uniformity of administration.

That the present second-class rate be retained for legitimate paying subscribers, regular advertisers, and exchanges. (Resolutions, F. T. P. A., 714.)

**TYPOTHETÆ, UNITED, OF AMERICA (p. 452-479):****Advertising matter—**

Publishers, as well as others, are in business primarily for profit and not for any disinterested desire to disseminate knowledge. (Green)..... 453

Advertisements in periodicals the greatest producers of first and other classes of matter. (Green)..... 455

Advertising is never a primary purpose. (Green)..... 478

No justification for the widespread hostility to advertising. The advertiser and publisher join to create periodicals. The subscriber gets the benefit of the advertisers' circulation in more and better reading matter for the money, and the postal service gets the benefit in increased business following the advertising. (Green)..... 478

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Deficits do not follow increase of second-class; observe 1902. (Green).....	454
Between 1894 and 1902 percentage of increase of second-class and of total revenue practically the same. (Green).....	455
The average of mail pay on these 49 routes obtained in, the first (erroneous) manner is \$8.01 per 100 pounds irrespective of distance, while the express charge to the public is \$4.07, of which the railroad, on the assumption of 50 per cent payment, receives \$2.43. Figured at this price for the whole amount of mail pay, the excess is \$29,000,000. That is the express on selected dense routes is compared with the entire mail pay for all classes of routes. (Green).....	464
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Service rendered by railroads in mail transportation is substantially the same as in express transportation. (Green).....	459
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2. The price of the first daily 5,000 pounds on roads exceeding 5,000 pounds.	
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**Railway mail pay, overpayment—Continued.**

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Government pays excessive price for full postal cars. (Green).....	468
Twenty dollars per ton per year per mile fair price. (Green).....	474
But make no claim for absolute connections. (Green).....	475
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If railway mail pay be cut down to \$20 per ton flat, the resulting saving—\$22,347,805.18—would permit all printed matter to be mailed at 1 cent per pound and leave a small surplus in postal revenue. (Green).....	477
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**Recommendations—**

1. Weighing mail every year.
2. Uniform postage rate of 1 cent per pound for all printed unsealed matter, whether periodical or not.
3. Forbidding further interference with any printed matter which does not violate law and annulment of any existing statutes attempting to do so.  
A rate of 1 cent for 4 ounces of merchandise up to a limited weight.  
In any event, repeal of the clause in act 1879 excluding any printed matter not violating the law.  
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The per capita of the mail has increased from 66.4 cents in 1880 to \$1.34.1 in 1900. This all due to stimulation of second-class matter. (Green).....	472
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**Special value of second-class matter—**

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**Government free matter—**

Weighing of 1899 showed that Government free matter outweighed all first-class matter. (Green)..... 473

**Increase of rates—**

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**Periodicals vs. other printed matter—**

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**Railway mail pay: Comparison with express rate—**

Service for which railroads get \$8.01 for mail rendered by express for \$2.45½. (Green)..... 456

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**WALLACE'S FARMER** (p. 253-272). See Agricultural Press.

**WALLACE, H. C.** (p. 253-272). See Agricultural Press.

**WEEKLY PUBLISHERS' ASSOCIATION OF AMERICA. Represented by Collins. (New York Hearings, pp. 91-94.)**

Express companies carry second-class publications 500 miles for 1 cent a pound. (Collins)..... 91

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**Increase of rate—Continued.**

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**Patent insides—**

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Eighty-eight per cent of 4,652 weeklies, 81 per cent of 103 dailies, and 57 per cent of 186 monthlies are in favor of discontinuing sending their paper beyond the time for which subscription is paid. (Boyce) 661-662

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**Educational policy—**

The periodicals are a potent factor in educating people. (Boyce) 667

**Express and freight transportation—**

Ninety-seven per cent of 4,652 weeklies, 99 per cent of 103 dailies, and 99 per cent of 186 monthlies believe the Government should pay the railroads no more than the express companies pay them for similar service. (Boyce) 662

**Increase of rate—**

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**Premiums—**

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**Private operation of Post-Office Department—**

A proposition to conduct the post-office as a private enterprise. (Boyce) 668-670

**Ready prints—**

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**Sample copies—**

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**WILLIAMS, T. T.** (pp. 148, 149, 173, 175). *See* Hearst organization of papers.

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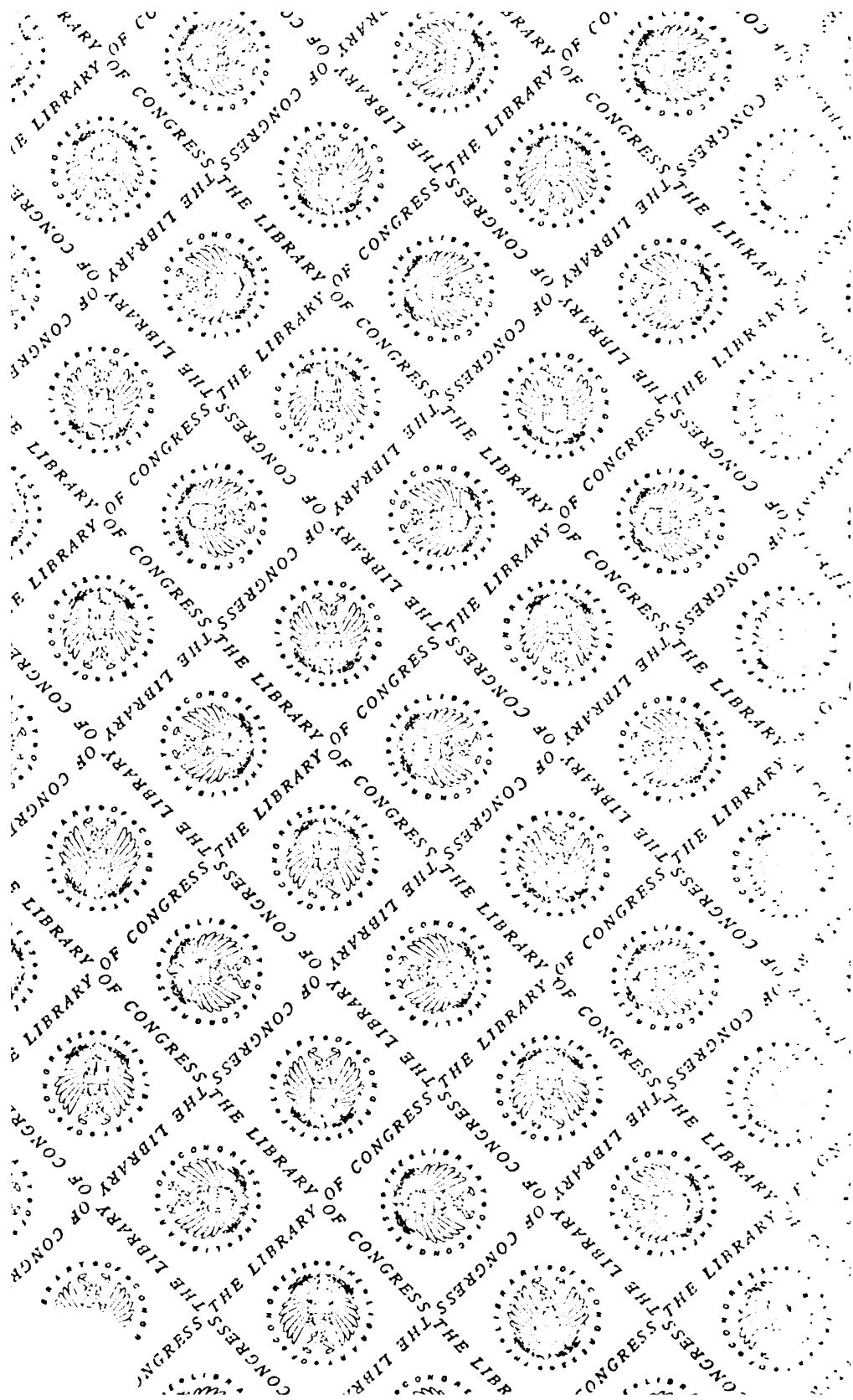


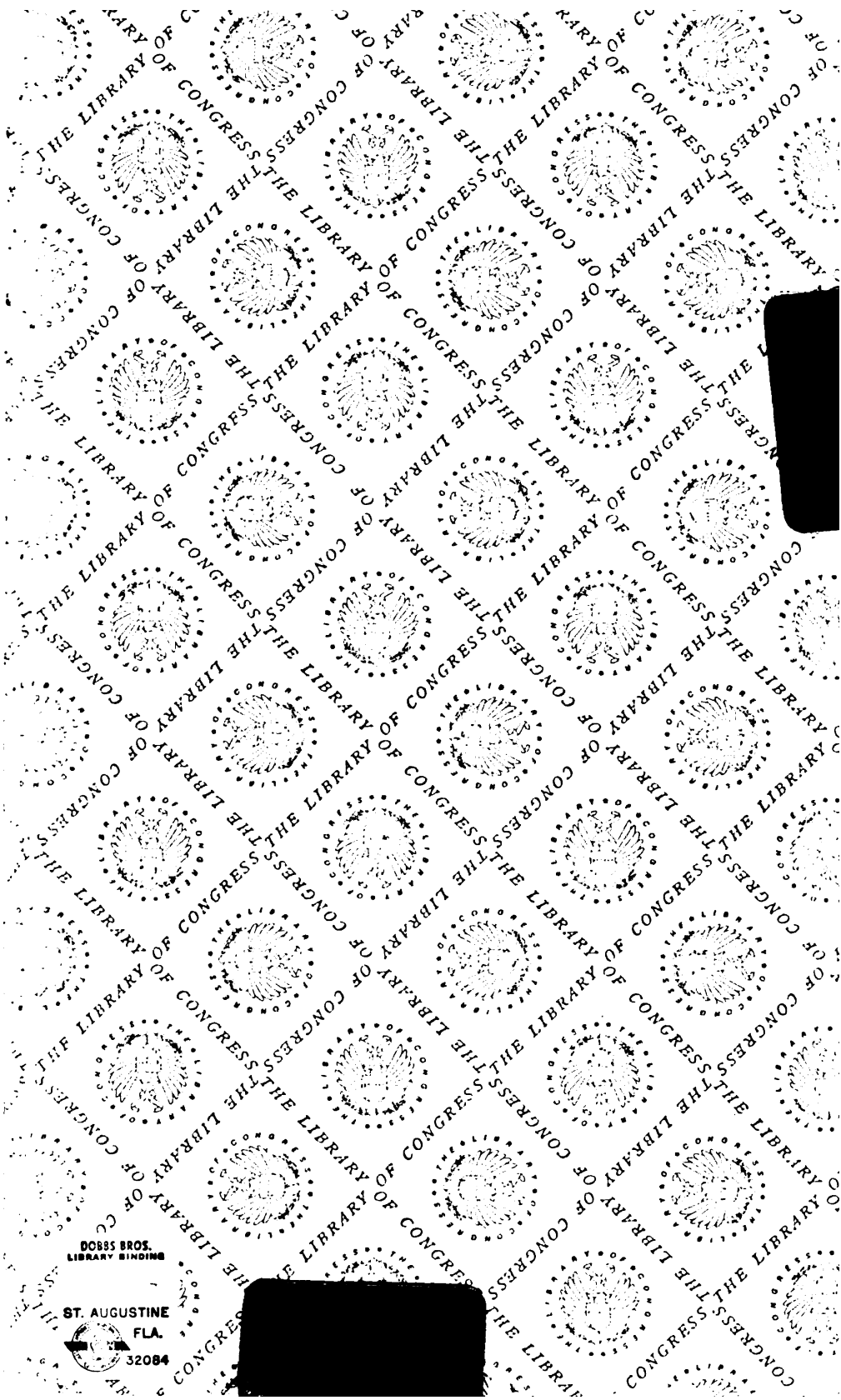
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